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ABSTRACT

Designed to provide information on the linkages achieved under the Youth Employment and Demonstration Projects Act (YEDPA), this report focuses on education/Comprehensive Employment and Training Act (CETA) linkages, the vocational education/CETA connection, and the role of postsecondary institutions (particularly minority colleges) in achieving such linkages. Elements for CETA/local education agency (LEA) agreements are discussed. Described next is the awarding of academic credit under YEDPA. Possibilities for collaborative efforts with work education councils are outlined. Presented next are guidelines and considerations for CETA prime sponsors regarding career/occupational information for youth. Joint Department of Health Education and Welfare and Department of Labor YEDPA workshops are described. Examined next is the interaction of workplaces and classrooms in the 1980s. Involving schools in employment and training programs for youth is discussed. Also summarized are five case studies on the impact of YEDPA on education/CETA relationships at the local level. Youth employment training programs and the urban school and LEA/CETA collaboration for career education are also covered. (The second volume of this report and a related report on work education councils are available separately--see note.) (MN)

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YOUTH KNOWLEDGE DEVELOPMENT REPORT

INSTITUTIONAL LINKAGES

Linkages Between the Education and Employment and Training Systems. Volume I

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May 1980

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YOUTH KNOWLEDGE DEVELOPMENT REPORT 12.2

LINKAGES BETWEEN THE EDUCATION AND EMPLOYMENT AND TRAINING SYSTEMS

VOLUME I

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OVERVIEW

Over the last fifteen years, federal involvement in education and employment and training has expanded dramatically. Two of the major aims of this involvement have been to provide compensatory and remedial assistance to youth most in need and to increase coordination between schools and labor market institutions. The education and employment and training systems began with distinctly diverse objectives--one educational and the other economic; diverse funding and power bases--one state and local and the other federal; and different target populations--one to serve all young people and the other concentrated on those with special problems. Over time, however, the two systems have increasingly focused on common concerns. With the impetus of legislation, programmatic necessity and common sense, they have begun to develop mutually supportve interprogram linkages.

The commonality of concerns is most vividly expressed in the Youth Employment and Demonstration Projects Act (YEDPA) which approaches youths' preparation for and entry into the world of work from both the economic and educational perspective. YEDPA was passed as part of the Carter Administration's economic stimulus package and its immediate objective was to reduce the intolerably high lvels of teenage unemployment, particularly among minority and disadvantaged youth. In addition, however, it also sought to stimulate systemic change in the relationship between educational and labor market institutions.

The provision most directly aimed at bringing about this change was the requirement that at least 22 percent of the Youth Employment and Training Programs (YETP) funds provided to state and local prime sponsors be spent on in-school programs under agreements between the prime sponsors and local education agencies. The Act required that all in-school work experience must combine work with career counseling, occupational information, placement assistance and special efforts to overcome sex stereotyping. For both in-school and out-of-school jobs, it mandated efforts to arrange academic credit for work experience. YEDPA also broadened the role of the National Occupational Information Coordinating Committee (NOICC), originally created under the 1976 Amendments to the Vocational Education Act, by including a mandate that in the development of an occupational information system particular attention should be directed to the needs of economically disadvantaged youth. These mandates were reinforced by the Career Education Incentive Act of 1978 which provided formula money to states for expanded occupational information and career-related instruction. The Elementary and Secondary Education Act Amendments of 1978 provided for in-school youth employment programs linked to education. In reauthorizing CETA in 1978, coordination was required with activities under the Career Education Incentive Act. The CETA set-aside for supplemental vocational education programs was increased from 5 percent to 6 percent of CETA Title II resources. A new set-aside of 1 percent of Title II funds was provided to states specifically for facilitating CETA-education coordination.

These strong mandates for cooperation between the education and CETA systems in carrying out the job creation and employability development objectives of YEDPA have challenged both the employment and training and education sectors to join forces in a united assult on the problems of youth employment and youth preparation for employment.

The Departments of Labor and Education (previously the Office of Education in the Department of Health, Education and Welfare) have utilized all available mechanisms to influence the education and employment and training systems to achieve these important objectives. The goals have been given priority in the design and implementation of new programs as well as the reorientation of existing ones. A range of joint technical assistance activities were undertaken. Discretionary resources were used to provide incentives for cooperation at the state and local levels between the education and employment and training systems. A vast array of research, evaluation and demonstration activities were initiated to learn more about education and work problems and programs. Finally, the education and manpower communities worked hand-in-hand in the development of youth policies for the 1980s under the aegis of the Vice President's Task Force on Youth Employment.

1. Program Design and Implementation

From the initial planning state of YEDPA implementation, the Department of Labor worked closely with the Department of Education and national educational associations in formulating policy for the various education-related provisions in the Act. Correspondingly, there was extensive interagency consultation in developing regulations for the Career Education Incentive Act and the youth employment provisions of the Elementary and Secondary Education Act.

The regulations governing the Youth Employment and Training Programs under YEDPA were designed to allow for maximum local flexibility while ensuring that the mandates for integration of work and education objectives were achieved. The regulations regarding CETA/LEA agreements outlined broad parameters for these agreements but left the form and substance to the process of negotiation at the local level in order to allow for the wide variance in local conditions. To carry out the intent of the 22 percent set-aside to promote linkages primarily with public secondary schools, the definition of an LEA for purposes of YETP was narrowed to focus on public schools, with the expectation that colleges and junior colleges could be funded with resources above the 22 percent level. In an attempt to improve the quality of programs for in-school youth under the Youth Employment and Training Programs, the regulations required that in-school programs provide career employment experiences which were defined as a combination of well supervised employment, counseling, guidance and placement assistance. Requirements for the provision of academic credit were stressed with a clear delineation of the roles and responsibilities of the educational system in awarding credit for specific programs.

The regulations for the Summer Youth Employment Program (SYEP) published in 1978 attempted to link summer youth programs with in-school efforts, and also stressed educational enrichments and career counseling. Likewise, there was an encouragement to arrange academic credit for work experience.

Policies regarding Job Corps operations also placed greater emphasis on education aspects of Job Corps programming. A new Advanced Career Training program where Corpsmembers would be trained in residence at colleges or junior colleges was added to Job Corps to provide for 1,500 of the 22,000 new slots created in the doubling of this program. Job Corps reading and mathematics curricula were revamped and greater attention was focused on innovative educational approaches. In addition, Job Corps began using vocational education facilities as part of its expansion efforts, and brought on vocational education personnel to aid in curricula improvement.

Finally, the Departments cooperated extensively in the staffing and development of the National Occupational Information Coordinating Committee, expanding its mission as rapidly as possible in order to assure meaningful coordination.

2. Technical Assistance and Support

Both Departments sought and enlisted the active support and involvement of public and private agencies and organizations representing the many diverse interests concerned with the CETA-education linkage to promote better working relationships and to help clarify and propose solutions to the issues confronted in bringing the systems closer together. These actions were aimed at influencing key decisionmakers within each of the systems at the national, state and, most importantly, local levels. As part of this networking activity, the Departments individually and jointly supported and participated in conferences, workshops and policy forums held throughout the nation sponsored by a wide variety of national, state and local groups. In addition, the two Departments co-sponsored a series of conferences on CETA/LEA relationships at the outset of YEDPA. The Office of Career Education conducted a series of ten regional meetings co-sponsored by DOL's Office of Youth Programs at which nuts and bolts issues of joint programming were discussed. In addition, a series of mini-conferences brought CETA and career educators together in workshop settings to work out specific problems related to CETA-education collaboration.

The Department of Labor, with substantial input from Health, Education and Welfare, published a series of technical assistance guides for prime sponsors on education-related issues. These included guides on: the awarding of academic credit in YEDPA programs; considerations regarding the development of CETA/LEA agreements under YETP; career information delivery systems; and the possibilities of work-education councils. Through educational groups such as the National Association of State Boards of Education, the American Vocational Association, the Council of Great City Schools, the National Governors' Association, and a number of public interest groups and national associations representing community based organizations, the Department of Labor helped facilitate CETA-education collaboration by identifying model programs including those demonstrating effective CETA-education collaboration. Summary descriptions of these model programs were distributed to prime sponsors on a regular basis with the intent of fostering replication of exemplary models. The Bureau of Occupational and Adult Education in the U.S. Office of Education (BOAE/OE) funded a project to identify exemplary CETA/vocational education programs currently operating in the field and document what made them exemplary in a series of case studies and a state-of-the-art paper. A consortium of state public interest groups was funded by the Office of Youth Programs to provide comprehensive technical assistance at the state level primarily to improve education and labor linkages.

3. Collaboration Incentives

In areas where legislative mandates overlapped or were complementary, the Departments of Labor and Education mounted a series of discretionary incentive programs. The major purpose of these programs was to draw the CETA and educational systems together through the creative coupling of extra federal funding and singular efforts. An important secondary aim was to gain a better understanding of the dynamics of cooperation and innovation and to document identified collaborative models which could maximize the utilization of available resources at the state and local levels.

The largest and most broad ranging effort was the Exemplary In-School Grant Program Demonstration project. This was administered with the assistance of Youthwork, Inc., a new intermediary organization created by the joint efforts of five private foundations to marshall the combined education and labor expertise and perspectives necessary to mount such a collaborative effort. Under the Exemplary In-School Program, projects were developed in the areas of (1) counseling, guidance and job-seeking skills, (2) the awarding of academic credit, (3) improved private sector involvement, (4) youth operated projects, (5) projects for high risk youth, and (6) activities for handicapped youth. Department of Education funds supplemented those of the Department of Labor.

The CETA and Vocational Education Incentive Program aimed at demonstrating models of linkage between vocational education and CETA youth programs at both the state and local levels. This effort represented several million dollars in jointly funded linkage projects, with subsequent emphasis on replication.

The Departments have also worked together to try to improve coordination between CETA and programs in post-secondary education institutions through a number of incentive and demonstration projects totalling approximately $3 million. The Fund for the Improvement of Post-Secondary Education (FIPSE), utilizing Labor Department resources, managed a national competition to fund and evaluate program models would provide a broader spectrum of educational and training services at the post-secondary level for CETA qualified youth. The Bureau of Occupational and Adult Education, with $1 million funding by the Labor Department, conducted a Vocational Education/CETA Summer Youth Employment Program (SYEP) which tested the efficacy of granting SYEP monies to post-secondary institutions to involve primarily minority economically disadvantaged youth in an integrated program of career development, basic skills development and vocational training. Finally, the Upward Bound-CETA demonstration project transferred resources to the Department of Education to support programs in ten sites which would provide for a combined career-oriented education program and career-related summer work program for economically disadvantaged high school students. The program was intended to channel students away from lower level occupations and into expanding occupational areas particularly those in which minorities and others from disadvantaged backgrounds are severely underrepresented.

The Department of Labor sought to promote linkages between the private sector and education and employment activities at the local level through the Work-Education Consortium Project, which is being assessed by the National Institute of Education. The project involves more than 30 communities throughout the nation in which local Work-Education Councils have been formed to help facilitate youths' transition from school to work within their communities. The Department also provided matching grants to five states to enable them to undertake statewide initiatives in building on existing work-education councils.

The Department of Labor, in conjunction with the Office of Juvenile Justice and Delinquency Prevention, also jointly sponsored a large-scale national grant program for alternative education projects which would combine work and education, hopefully with the effect of reducing delinquency. These efforts are based on the models of alternative education developed and tests by the Department of Education.

Lastly, under the auspices of the National Occupational Information Coordinating Committee (NOICC), the Department of Labor supported a $2 million incentive program to fund statewide career information systems in selected states. Using a matching strategy, NOICC tapped CETA, Vocational Education, Educational Information Center, Career Education and other resources available at the state and local levels in support of a coordinated career information delivery strategy, usually involving computer delivery systems.

These many incentive programs not only encouraged cooperation, but provided a laboratory for learning about program design, implementation and replication. Each had a built-in research component to determine how well linkages were working and why. The aim, then, was not only to foster coordination in the near term, but to provide the foundation for more effective linkages in the future.

4. Knowledge Development

YEDPA provided extensive authority to the Secretary of Labor to experiment with and evaluate alternative employment and employability development approaches for economically disadvantaged youth. Under a carefully designed series of "knowledge development" plans, a structured array of multi-site demonstration projects, large-scale evaluations and complementary research efforts were initiated on a scale and scope of unprecedented dimensions. Education and work issues were a major focus of these knowledge development activities.

The cornerstone is the Youth Incentive Entitlement Pilot Projects (YIEPP), a legislatively mandated demonstration program which ranks as the largest social experiment in history. Within 17 demonstration sites, the program guarantees a job and/or training (part-time during the school year and full-time in the summer) for all economically disadvantaged 16- to 19-year-olds who are in school or willing to return to school and who subsequently perform adequately in school. One of the major aims of the demonstration is to assess the impact of a job guarantee on school retention, return and completion. It is intended to demonstrate whether youth who have dropped out of school can be attracted back into school through curriculum adaptations and alternative education approaches, and whether improved school capacity in combining education and work activities will improve the future employability of students. A structured test of different modes of enriching educational services within schools was undertaken in January 1979. There is an extensive research effort to capture the effects of the program not only on school return, retention and completion as well as future employment, but also on performance in school and time devoted to studies. The background surveys will provide a wealth of information about the educational experience of the disadvantaged, including comparable youth outside Entitlement areas.

Another knowledge development activity with significant policy implications is the Career Advancement Voucher Demonstration Project which is testing the feasibility and value of applying the GI Bill approach to youth employment programs by providing an "Education Entitlement Voucher" to youth participants in selected programs. It will determine whether increased training and education at the post-secondary level is appropriate for CETA youth.

The Education Improvement Effort (EIE) under Job Corps is testing alternate instructional methodologies developed and screened in conjunction with the Department of Education. In the controlled setting of Job Corps, it is carefully testing their effectiveness on disadvantaged youth through a large scale random assignment experiment including pre/post and follow-up testing.

The School-to-Work Transition Demonstration Project is another structured experiment in which community based and other groups are providing transition services to high school juniors and seniors. Data collected from this project and others with similar objectives, will be assessed to determine the comparative effectiveness of different deliverers of services and the impact of such services on economically disadvantaged youth. As one variant, there are also a group of projects which are bringing the apprenticeship system into the school, making arrangements for juniors and seniors with the anticipation that they will move smoothly into full-time apprenticeships upon graduation.

A number of YEDPA funded research activities focused on the delivery of career information being carried out by HEW and DOL under the coordination of NOICC. These are 1) a national survey of career information delivery at the secondary school level; 2) a structured test of the effectiveness of different types of information and delivery on the measured career awareness of youth; and 3) a test of the impacts of intensive exposure to career information on disadvantaged youth.

DOL is experimenting with the replication of the Career Intern Program, a tested alternative education program originally developed by the Opportunities Industrialization Centers (OIC's) under contract to the National Institute of Education (NIE). The Institute is operating this program under the terms of an interagency agreeement. A variant designed for Hispanic youth is being operated by SER Jobs for Progress.

Finally, there is a range of complementary research on education/work issues utilizing data gathered under the Survey of Income and Education, and the National Longitudinal Surveys. A major new longitudial survey has been undertaken with interagency input; this will provide a wealth of information about work-education relationships.

5. Policy Formulation

The Vice President's Task Force on Youth Employment provided a forum for the joint input of the education and employment and training communities into the formulation of youth policies for the 1980s, building on the efforts under YEDPA. The Task Force held roundtable meetings with employers and educators around the country, a major conference on education/CETA linkages, as well as continuing consultation with interest groups and leaders from both the education and employment and training communities. The result was a major initiative formulated in the Youth Act of 1980 which would drastically expand and target basic skills programs in poverty area schools as well as CETA remedial services for out-of-school youth, with a heavy emphasis on coordination of activities at the local level through incentive grants and joint funding of education/work programs in target poverty area schools.

These various efforts have had immediate as well as long-range consequences. In April 1978, eight months after the signing of YEDPA, an HEW-DOL team made onsight reviews in five locations. Based on this very limited sample, the review team observed:

> "YEDPA has contributed to improved CETA communication with the public schools. In some cases, YEDPA has provided the impetus for communication.... YETP is reaching students who would not otherwise be served.... The ability to hire additional school counselors and staff has contributed to the ability of schools to offer services to additional youth, particularly transitional services for students who are noncollege-bound."

An interim report on YEDPA implementation prepared early in 1979 by the National Council on Employment Policy reflected the pace of institutional change that resulted from the coordinative provisions in YEDPA. The report stated:

> "The Council's first report on YEDPA implementation told a story about optimistic prime sponsor plans for CETA/LEA agreements. The plans reflected more aspirations of the sponsors than was realistic. The second report documented problems encountered in implementing the first hasty plans; a breakneck implementation pace that left little time for considerations about quality; incompatibility between prime sponsor and LEA calendar years; disagreements over whether academic credit was appropriate for employment aspects of work experience. There were positive results to report, but expectations in the first LEA cycle ending in June 1978 outran what was feasible. Expectations for the start of the second academic year may have been lowered, but, at the margin, sponsors and LEAs seem to be moving in the direction of more progress."

Referring to the early strains of implementation of the Exemplary In-School Demonstration Project, a recent report prepared by Cornell University and published by Youthwork, Inc. documented positive impacts of incentive activities:

> "There is considerable evidence that the outcome has been a valuable one for both organizations (CETA and education)--the staff have had experience at working together and have shared responsibilities in the completion of joint tasks. Successful negotiation of this level of collaboration appears to have resulted in more intense collaboration in other areas, e.g., discussions on further coordination, recruitment of youth for programs, and the crossover of staff from one program to serve as advisors to another."

A study of CETA/LEA impacts in large cities by the Council of Great Cities Schools reported that:

> Aside from the improvements in institutional communication which the legislation promoted, it spurred several immediate changes in the delivery of school-based employment services. The requirement that schools design their services to meet prime sponsor specifications resulted in heightened attention on the part of educators to a traditionally manpower-oriented set of concerns. Incorporation of occupational interest and aptitude testing into program intake services was one result. Increased efforts to coordinate program training and job sites with local manpower needs was another. More attention was devoted to work site development than had formally been the case under NYC and the summer jobs programs.

All these studies point out the false steps as well as progress, the frictions which are part of change, and the obstacles to further collaboration at the local level. However, the following positive themes run through all these analyses:

- There is a willingness, even an eagerness in many localities to cooperate and work things out.
- State agencies have increasingly assumed a supportive and facilitative role.
- The level of collaboration between the education and manpower communities has never been so high.
- A certain momentum has developed at all levels as individuals are beginning to work together.
- Specific barriers have been identified that now can be addressed in a positive, knowledgeable way.

Many of the efforts undertaken to date will have their payoff in future years. The incentive projects are now having an immediate impact in encouraging collaborative application for incentive funds, but as new linkages are forged and more is learned about the process, coordination will improve. The technical assistance activities represent a continuing commitment; it takes time for messages to circulate to local decision-makers, and for cooperation at the federal and state levels to filter down. New institutional mechanisms such as the State Occupational Information Coordinating Committees are just getting in operation, and their impact will be in the future. Knowledge development activities will yield critical information about how to improve our education and work policies in future years. Most critically, the new youth initiatives of the administration provide the potential for continuing and even accelerated progress.

This volume provides basic information on the linkages achieved under YEDPA and the lessons which will be of critical importance in implementing youth policies for the 1980s. It first presents basic technical assistance documents and conference reports focusing on education/CETA linkages and what they have accomplished. It then looks at the vocational education/CETA connection and focuses on the use of post-secondary institutions and particularly minority colleges. While suggestive of the many problems which must be addressed, these various studies document the progress in finding innovative and productive linkages between the CETA and education systems.

This study is one of "knowledge development" activities mounted in conjunction with research, evaluation and development activities funded under the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort will result in literally thousands of written products. Each activity has been structured from the outset so that it is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless array of issues. However, policy and practical application will usually require integration and synthesis from a wide range of products, which, in turn, depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with OYP knowledge development efforts. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth, and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives, and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees, and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower, and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse, and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activites in each broad cluster have significant interconnections.

Many of the demonstration and research projects implemented under YEDPA were intended to foster CETA/education linkages and to learn more about what works best for whom. Of particular relevance in conjunction with this volume are the following: In the "research on youth employment and employability development" category, information on education needs is contained in A Review of Youth Employment Problems, Programs and Policies, Schooling and Work Among Youths from Low-Income Households, The Transition from School-to-Work--The Contribution of Cooperative Education Programs at the Secondary Level, School-to-Work Transition: Reviews and Syntheses of the Literature and Education and Employer Perspectives. The four volumes of evaluations of YEDPA experience at the local level prepared by the National Council on Employment Policy in the "program evaluations" category and the Lessons from Experience provide evaluative background on CETA/school relationships. Alternate Education Models--Interim Findings from the Replication of the Career Intern Program, Alternative Education Models--Preliminary Findings of the Job Corps Educational Improvement Effort, and Advanced Education and Training--Interim Report on the Career Advancement Voucher Demonstration--all under "education and training approaches" category--provide important substantive information on education approaches. School-to-Work Transition Services--The Initial Findings of the

Youth Career Development Program and School-to-Work Transition Services--The Exemplary In-School Project Demonstration, both in the "pre-employment and transition services" category, provide detailed background information on transition services in school.

Many dedicated individuals at all levels are responsible for the remarkable record of coordination and cooperation between the education and employment and training systems, but there is one person who has served as the primary focus and impetus within the Department of Labor. While bureaucrats tend to remain "faceless," this volume testifies to the extraordinary abilities and dedication of Evelyn Ganzglass, the Office of Youth Programs coordinator for education and related matters.

Robert Taggart
Administrator
Office of Youth Programs

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CONSIDERATIONS AND ELEMENTS FOR CETA/LEA AGREEMENTS

Office of Youth Programs

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I. Background and Purpose

A basic purpose of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977 is to help youth overcome the barriers between school and work. For this to occur, it is essential that the education and employment and training systems work closely together. YEDPA, therefore, requires cooperation between Comprehensive Employment and Training Act (CETA) prime sponsors and local education agencies (LEA's) in the design, development and operation of youth programs of work experience, guidance, counseling, vocational exploration and career education that are a part of a total learning experience for youth. Of the funds provided to prime sponsors under the Youth Employment and Training Programs (YETP, subpart 3 of YEDPA), at least 22 percent must be spent on in-school youth. An agreement must be reached between the prime sponsor and the LEA regarding the use of these funds. This agreement may also cover other in-school programs.

The purpose of this paper is to point out several of the areas and concerns which should be considered in the development of CETA/LEA agreements and to offer suggestions on elements that might be included in such agreements. The intention is to provide guidance to prime sponsors and LEA's but not to prescribe specific agreement designs.

Agreements are expected to vary based on local needs, priorities, and cooperation. There is substantial flexibility in the particular form of the agreements. In fact, they may be either financial, nonfinancial, or a combination of the two. The form is less critical than the substantive dialogue which goes into the preparation of the agreement and the understanding which it reflects.

II Basic Goals in Serving Youth

The ultimate intent of coordination between prime sponsors and LEA's is to improve the transition from school to work by providing opportunities for occuaptional maturation and by removing any impediments that hinder the transition from school to work. Opportunities for occupational maturation include the development of personal competencies required of workers in the adult labor market as well as basic education and training to develop job skills leading to unsubsidized jobs in the public and private sectors. The goals of the in-school YEDPA programs relate to the needs of young people in regard to both long-term career development and more immediate job search and placement activities. Attainment of a high school degree, acquisition of basic academic and coping skills, opportunity for career exploration, increased knowledge about the labor market and specific jobs, training and educational opportunities as well as an opportunity to earn money to stay in or return to school are among the outcomes sought for young people under YEDPA.

The importance each community wishes to place on achieving one or more of these goals will differ from community to community. The CETA/LEA agreement should reflect the priorities of each community in dealing with school to work transition problems. The decisions made on specific priorities and goals will dictate how expenditures are made across program categories, how program deliverers are chosen and what performance criteria will be used to evaluate program effectiveness.

Despite the differences that will exist between communities, the basic goals in serving youth will remain constant as should a number of general principles which characterize a well designed youth serving program. These program principles are enumerated below for consideration in developing your CETA/LEA agreement.

- An individualized approach is preferable. The abilities, interests and resources of each youth differ. If guidance in the identification of career goals and appropriate access routes toward meeting these goals is to be meaningful, each youth must receive individualized attention and be placed in services and activities tailored to meet specific needs.

- The most extensive and expensive services should go to youth in greatest need. Some youth need more help than others in making career decisions and in acquiring the resources necessary to remain in school. Many factors contribute to the severity or extent of a youth's need, such as poor academic performance, absenteeism, police and court contacts, socio-economic status of family and low self-esteem. To the extent feasible, youth experiencing the greatest level of need should be given priority and receive special attention by providing a complete range of services developed to meet their particular needs.

- Comprehensive services should be available. Work experience, on-the-job training and a variety of transitional services including guidance, counseling, career and occupational information, day care and transportation are authorized under YETP. The community may provide other programs and services, e.g., court intervention programs, drug programs and health care services. In addition, educational institutions including vocational education, community based organizations, community colleges and trade schools offer many programs and services for youth. If the individual needs of each youth are to be met, the availability and accessibility of all such services to youth must be planned for. Cooperative arrangements between CETA prime sponsors and other agencies will reflect the commitment to comprehensive services.

- Education should be related to work and work to education. The overall objective of YEDPA is to facilitate the transition of youth from school to work. For this reason, Section 346 of YEDPA requires that participating education agencies certify that work is relevant to the youth's educational and career goals and that school-based counselors certify that the work experience is appropriate for the youth's educational program. In attempting to relate transition services to the career aspirations of youth, both CETA prime sponsors and educational agencies may have to make adjustments in their program or seek resources outside their traditional networks.

- Youth should be given every opportunity to complete their education. Retaining youth in school who can be effectively served while in school is a major goal of this program. Attainment of all of the principles above should lead to greater retention. Schools should recognize the important role they play in the future employability of youth and be willing to make appropriate adjustments in school programs to enhance these possibilities.

- Access to Maximum Employment Opportunities should be provided to all youth. For youth, the ultimate desired outcome of participation in YEDPA is the creation of an opportunity to embark on a lifelong career of economic self-sufficiency. The first step toward such a career is access to a job. The inability of many youth to find employment and the concentration of those who do find employment in low skill, low paying jobs with little or no potential for upward mobility points to the need for creating access to jobs with career development potential. This may require schools to begin to reach out to the entire community, particularly employers, to create greater opportunities for youth employment. The supply of "good" jobs will usually be less than the demand, but is important to access all those which are available and to try to see that disadvantaged youth are given a fair chance to gain the experiences and credentials which will help them compete for career opportunities.

- Information about the Labor Market and Career Development Opportunities should be available to all youth. Guidance and counseling programs which emphasize assessment of youth's skills, interests and abilities with subsequent referral to better educational, training and career information are important in the development of realistic career aspirations. Further, such school programs must overcome sex-stereotyping in guiding youth in career decisionmaking. School-based counselors may be required to extend themselves beyond their traditional information services and resources in order to assist students in making the transition from school to work.

III. Aims of Collaboration

In order to realize these objectives for youth, employment and training and educational institutions will have to join forces by pooling their accumulated knowledge and experience in developing their YEDPA program. The education community brings to this effort years of experience in youth development, academic preparation and related programs while the employment and training institutions bring their experience with the functioning of the labor market, skill training programs and community organizations.

Although it is not the intent of YEDPA to force major institutional changes, the Act does provide the mandate and some resources to improve institutional arrangements affecting the school-to-work transition. While the changes needed to accommodate these hitherto uncoordinated efforts may differ from area to area, the objectives to be achieved by the collaboration between the education and employment and training systems are clear.

- Needs and priorities must be determined. A major step in improving the institutional responses to the problems associated with school-to-work transition is to identify and prioritize local labor market needs, educational and training needs and the youth population to be served. The foundation for collaboration is understanding the activities and aims of each of the involved parties. The process of collaboration occurs when basic priorities are established based on a synthesis of the varying perspectives.

- New Approaches need to be tested. Innovation refers to the implementation of "new" approaches and activities which have not been tried before, linkages with different organizations and programs or adaptations of tested models. YEDPA is a demonstration program with the aim of trying out such innovative approaches. Almost every local decisionmaker has ideas for improvement which have not been implemented because of the lack of resources. The CETA/LEA agreement should seek to assess and prioritize these ideas, and to support positive changes which are already underway.

- Coordination should be maximized and duplication eliminated. The Congress clearly stated its intent not to establish two separate and competing delivery systems for youth. To make the most efficient use of scarce resources, CETA prime sponsors and LEA's must cooperate to elicit the best from each system and to mesh their activities closely. It is important to identify early their respective roles in implementing effective programs for students and those who have dropped out. Both LEA's and prime sponsors may subcontract or otherwise utilize the services of community colleges, post-secondary institutions, vocational schools and community based organizations in implementing their programs. It is important to be deliberate in the choice of service deliverers so that those with demonstrated effectiveness are utilized as part of a coordinated strategy, and so that competing systems and excess capacity are avoided.

- The quality of youth work experience must be improved where possible. Some educational institutions have operated work experience programs related to their academic programs; others have participated in work experience programs in conjunction with employment and training programs. The CETA experience for the most part has been with work experience programs in which the primary objectives were income transfer and exposure to the world of work.

  An overall goal in the implementation of YEDPA is to improve the quality of work experience through careful attention to supervision, existence of significant or tangible output and on-the-job learning. Consistent with the legislation, schools are expected to certify the relevance of education and work experience to career goals.

- Credit should be arranged for what is learned in nontraditional ways. Students learn in different ways. The traditional classroom setting is not always the most effective setting. Through career education and other programs such as work/study, cooperative education and competency-based diploma programs, schools have experimented with providing high school credits for competencies developed outside the classroom. This is also a major objective of YEDPA. Prime sponsors and LEA's should develop programs which will provide an opportunity for students to earn academic credit for competencies derived from work experience.

- Occupational and career information and its delivery should be improved and coordinated. Contributing to the unemployment situation of youth is the difficulty in making career decisions and preparing for careers due to lack of realistic occupational information. Youth should be assisted in making career decisions based on accurate information about career options, the availability of particular jobs, characteristics of these jobs, their educational and training requirements and other factors which contribute to realistic career choices. Prime sponsors and LEA's should make provisions for bringing such information to all youth either by tying into a statewide career information system, utilizing the services of the State Employment Security Agency or using any number of available career guidance or career information systems. In any event, CETA prime sponsors and LEA's should seek the advice of those knowledgeable about data sources and systems and their applicability for career guidance purposes.

- Assessment, counseling, referral and placement services for youth should insure that all are informed of opportunities and referred to those that are most appropriate. Important in the success of any intervention is the quality and coordination of the supporting ancillary services. In programs for students, three major services are: counseling, referral to jobs and services, and placement.

  The focal point in the provision of these services to in-school youth is usually the school-based counselor. The school-based counselors should be encouraged to seek information about the labor market problems of youth, the issues of school-to-work transition, the services and information sources available in the community and the linkages of counseling, education, supportive services and placement. Counselors should have a broad based knowledge of the world of work, particularly with respect to overcoming sex-stereotyping in training and guidance. Also important are counselors from CETA prime sponsors and SESA's who can provide more specific job related assistance. In addition, the ES, CETA, school and community based systems of intake and placement should be coordinated and rationalized at the local level.

IV. Suggested Elements of the CETA/LEA Agreement

One of the purposes of the 22 percent set aside for in-school youth is to promote a dialogue between the local education and employment and training establishments. The CETA/LEA agreement is both the result of this dialogue and the basis for continued dialogue between the two sectors. The agreement should reflect common assessment of community and youth needs; common sense about priorities and goals; and a united strategy for accomplishing the objectives set forth. The agreement and the program and the relationships it describes should fit into the total human service delivery system of the community.

It is up to the prime sponsor and LEA to reach agreement on: how the activities covered under the agreement fit into the context of local conditions, institutions and resources; what the proposed impact of these arrangements will be on the community's capability to deliver services to youth; what specific objectives are to be accomplished; and by whom the programmatic aspects of the strategy will be carried out. Though its exact form is not dictated by law or the regulations, it is suggested that the arrangement include the following elements;

A. Assessment of Existing Resources
B. Specific Purpose, Goals and Objectives
C. Educational and Transitional Services to be Provided and Delivery Agents
D. Specific Outcomes Expected
E. Administrative Provisions

These elements suggest a logical sequence or set of steps for developing the agreement. The discussion of issues related to each section is intended to be neither prescriptive nor definitive. It is included to stimulate thought and to foster a productive dialogue between the prime sponsor and LEA.

A. Assessment of Existing Resources and How they Relate to the Purpose and Goals of YEDPA

The first step in planning for additions to and changes in the education-work system is to assess what is already going on in the community in light of the specific objectives of the prime sponsor for serving youth under YEDPA. An assessment should be made of how well existing resources and delivery systems are meeting the needs identified. YEDPA should fill unmet needs--not duplicate or compete with already established efforts. An inventory of community resources for youth can be made by asking the following questions:

1) Who needs help? What are the characteristics of students in the area? Is there a high dropout rate? If so, what are the characteristics of the dropout prone, i.e., low grade point average, high absenteeism, numerous police contacts? Are certain groups of students having particular difficulty finding jobs upon graduation? If so, what are their characteristics? Are there a large number of low income students? Answering these and other questions in fact defines the eligible population and leads to a recognition of who is in greatest need.

2) What are the labor market realities of the community? What jobs are traditionally open to young people? What are the "good" jobs in town? What are the traditional access channels of youth and adults to employment? What is the unemployment rate for various subsegments of the population? What are the possibilities for expanding labor market opportunities in the public and private sectors?

3) Are services accessible to the eligible population? What are eligibility requirements for employment and training, educational and supportive services under various local agencies and organizations? How many people can be served under existing programs? What is their capability to expand?

4) Who delivers needed services in the community? What resources are already available for youth through the education and employment and training networks, unions, the private sector? What specific courses or opportunities are offered by secondary, post-secondary, vocational and technical schools, by prime sponsors under CETA; by community agencies and voluntary organizations; by local government, business and industry?

5) What is the quality of services provided? The idea is not to assess particular service deliverers but to assess the overall quality of the program within the community. For instance, are subsidized work experience positions adequately supervised? Do a reasonable percentage of jobs have career potential? Is occupational information and counseling relevant? Does the academic credit system for work experience (if it exists) really reflect competencies gained on the job?

6) What is the degree of coordination between these services at present? Is there duplication and unproductive competition? Are youth in need informed of opportunities and are appropriate opportunities available for referral? Are they referred on a first-come, first-served basis or in a way which reflects coordination with individual needs?

B. Specific Purpose, Goals and Objectives

In developing the CETA-LEA agreement, it is important for both parties to jointly develop specific targets and accomplishments before the initiation of programs. The broad goals and approaches outlined previously should be translated into more specific terms based on local priorities and the assessments of local conditions and present offering.

Below are some basic questions which should be addressed in establishing specific program goals for youth:

1) Which youth will be targeted to receive services? Are youth most in need receiving adequate services? Are all youth provided the information and help needed for career decisions? Are services for the disadvantaged adequate in the area? Is there need for more career information and counseling services for other students?

2) What services are needed by youth that are to be served by YETP? Comparing the characteristics of youth eligible for YETP to the labor market

realities of the community, what services should be provided to accomplish the program objective? Both developmental services for youth and services impacting the labor market (i.e., job restructuring) should be considered.

Alternatively, will further targeting make sense in the area? Where services are already in place, the fundamental issue may be whether to concentrate resources on increasing services for a relatively small number of youth or broadening the access of services to a larger number of disadvantaged youth.

3) Are there sufficient education, training and career development services in the community to provide comprehensive services? What are the major problems that should be addressed in developing or enhancing a comprehensive system? I.e., lack of coordination, gaps in program services, or vast service deficits.

4) Has the educational system adequately integrated world-of-work courses into the curriculum? Are there adequate opportunities for youth to work while going to school? Are credit arrangements available? In some areas, there may be a variety of existing work options but too little work-related education in schools. Elsewhere, the problem may simply be the lack of jobs. Career education may be nascent or well developed.

5) Are there alternative education approaches for dropouts? Will resources be adequate to serve youth if more are retained or returned to school? Does it make more sense locally to serve youth outside or inside the classroom? To answer these questions it is necessary to also ask why certain youth in the locality are currently dropping out, how many there are, and what will be the effects of different incentives to have them stay or return.

6) Are the career opportunities in the community being tapped? Do disadvantaged youth get an equal chance at jobs with career opportunities? Are there identified barriers between school and work that can be eliminated and are new linkages required? Some communities are lucky enough to have low rates of unemployment, and their emphasis might be on assuring access to jobs for the most disadvantaged youth. In other cases, youth may already know where the "good" jobs are but the opportunities are so limited that further job development and coordination makes no sense. Coordination between employers and the education and employment and training systems may be a major concern.

7) Are youth provided the information they need for career decisions? Is the career information relevant and the delivery mechanism adequate? Does the system assure that youth are made aware of all employment and training options and is there one reasonable system for rationing scarce opportunities? Answers to these questions will determine how much emphasis is placed on restructuring or bolstering the information, intake and placement systems.

8) Does it make sense to experiment with new approaches, should existing ones be improved, or should expansion be emphasized? Innovation may be completely unnecessary where even the most basic services are lacking or where current activities have an excellent record of success. In a short time frame it may be beneficial to try a limited number of new approaches. The concern then is which possible innovations should receive emphasis?

The aim of addressing these questions is to try to prioritize the goals in serving youth. Community values may differ; conditions certainly do. Program objectives will reflect this. In one area, the major emphasis may be on accessing existing private sector job opportunities for the disadvantaged as part of existing cooperative education efforts. In another area, priority emphasis on career information for all youth may be more crucial. It is critical to determine priorities and establish program purposes, goals and objectives based on those priorities.

C. Educational and Transitional Services and Delivery Agents

Once joint decisions have been made on the direction of the programs under the proposed agreement and relevance of services already available in the community, other services and institutional changes needed to meet the objectives of the agreement should be identified. Questions for discussion in arriving at new services and ways to deliver them could include:

1) What are the additional services needed to carry out the objectives of the agreement?

2) Who can best deliver these needed services? In selecting service deliverers, the prime sponsors and the participating local education agency should make every effort to identify and use the most effective resources available in the community regardless of affiliation, such as, community based organizations (CBOs), vocational education agencies, post-secondary institutions and/or junior colleges. The critical point here is that agencies that have demonstrated effectiveness in delivering the services needed should be selected as providers.

3) What services will be provided from the new resources? Resources provided under YETP and from other sources may be used to support activities and services undertaken under this agreement. Some examples of activities and services that could be useful in developing programs to prepare and assist youth to move from school to permanent employment in the labor market are described below.

   a) Outreach, assessment and orientation. These activities involve the recruitment and selection of persons eligible for program participation according to established priority selection criteria and the provision of information about the program's goals, expectations and requirements. In analyzing these services, an effort should be made to assure participation of youth of both sexes from various economic, racial, social, and ethnic backgrounds, with preference on the economically disadvantaged.

   b) Counseling. This service includes providing occupational information and career counseling and guidance in personal development. In the agreement, the agency(ies) responsible for this service should be identified. In particular, there should be a description of how school-based counselors will be utilized, since the law requires that the relevancy of the career employment experiences provided must be certified by a school-based counselor for the youth(s) serviced. Qualifications and knowledge of counselors concerning employment and labor market conditions should be considered and training provided wherever needed. Where appropriate, counseling services to be provided by staff from CETA prime sponsors, local public Employment Service offices, and other facilities should be discussed.

c) Provision of labor market and career information. Efforts for providing labor market information to youth (i.e., employment trends and projections, jobs in demand, credentialling requirements, job entry requirements) should be identified, including linkages with any statewide or other efforts.

d) Placement and employment retention services. The key for program success for many youth is job placement. In order to assure that jobs are available when youth are ready for employment, it is important that counseling, labor market information, job development and referral to jobs be closely coordinated. Equally important is the retention of the job once acquired. Followup, job coaching and supportive services such as transportation assistance or day care services may be required to enhance job retention.

e) Job development and job restructuring. To the extent possible, employers should be involved in making jobs more relevant to the demands of the labor market, the skill levels of the youth, and the training and services available. The development of career ladders and the restructuring of existing jobs to create new job opportunities for youth should be considered.

f) Services to support literacy training and bilingual training. This service provides basic skills in communication for youth preparing to enter the job market. In order to compete in the labor market, non-English speaking youth often need courses in which English is provided as a second language.

g) Career Employment Experience. Work experience and on-the-job training are key activities in career employment experience. Although these activities have been in existence for many years, a new thrust to upgrade the quality of these employment experiences is desired. Particular attention should also be given to the quality of required ancillary transition services such as career information, counseling, guidance and placement.

Recognizing the difficulties experienced by youth in the transition from school-to-work, CETA prime sponsors and local education agencies should assure that career employment experiences (work experience or OJT and specific transition services) are indeed germane to the attainment of educational and career goals of participating youth. Counselors are generally responsible for assuring that these objectives are met.

A quality work experience program should provide experiences that are flexible to meet the needs of the individual student. The work setting should provide the youth with valuable training in attaining and holding a job. Career employment experiences are particularly valuable when the competencies derived from them can be identified and credited to the youth toward the high school diploma or its equivalent. These competencies acquired through the work experience are not to be narrowly limited to just skills, but also include basic academic skills of language and mathematics and a knowledge of society and the community. A special Employment and Training Administration technical assistance paper on the Awarding of Academic Credit under YEDPA provides guidance on this subject.

The process of increasing the quality of work experience and on-the-job training should be discussed by the prime sponsor and LEA's and objectives set on the types of improvement expected. Employing institutions should then be selected that are best suited to provide these improved experiences.

h) Skill Training. Skill and job-related training that is coordinated with an individual's career development plans and education program may also be provided under YETP where they are not already available in the community. Such skill training, however, should not be provided unless it can be related to labor market demands as well as the youth's career interest, so that skill training provided under YETP is focused as much as possible on labor market needs.

i) Supportive services. Supportive services might include transportation and child care assistance, medical referrals and services, and other services necessary to assist youth in realizing the maximum benefits of the program under the agreement.

D. Specific Outcomes Expected

Working together, the CETA prime sponsors and participating LEA's should agree on what specifically is expected as a result of the agreement. The expected outcomes should be consistent with the goals established earlier in the agreement. The outcomes may be specified in detail or outlined generally; but whenever possible, they should be quantifiable and specified by program component (i.e., a work experience component would have specific expected program outcomes as would counseling or job placement).

Success in achieving expected program outcomes may be determined, in some cases, by comparing planned vs. actual data, while in other instances it might be done through appropriate testing, personal evaluations or observations. Quantification of program expectations permits objective evaluations of programs and program components necessary for program redesign and knowledge development. Performance criteria help to set the parameters for a program operator and program component and aid in the selection and continuation of deliverers of demonstrated effectiveness.

The following list suggests the types of outcomes which might be specified within broad program goals and how performance criteria might be used and quantified.

Objective 1): To enroll a certain number of youth in the various components and activities and to establish a loading schedule for each.

> Performance criteria: Seventy percent of all students enrolled will receive counseling services.
>
> : Ninety percent of all students who participate in the career employment experience component will be placed in initial work sites by March 1.

Objective 2): An increased number of students will receive high school diplomas or GEDs as a result of participation.

> Performance criteria: Seventy-five percent of all students enrolled will take the GED examination, earn a GED or graduate from high school.

Objective 3): An increased number of students will receive academic credit for work experience.

> Performance criteria: Eighty percent of all students enrolled in work experience or on-the-job training will work in appropriate settings for a sufficient number of hours to earn at least one unit of academic credit.

Objective 4): Improvement will be made in student's attitudes and job performance based on evaluations by supervisors, counselors, and teachers.

> Performance criteria: Ninety percent of all work experience students will earn a favorable rating from their work supervisor, counselor and/or teacher.

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Objective 5): There will be improvement in the quality of jobs and increase in the number of students placed in permanent jobs following program completion.

Performance criteria: Seventy percent of the program completers will be placed in unsubsidized jobs following graduation.

: Starting salaries for persons placed in unsubsidized jobs will average $3.00 per hour.

: At least 5 percent more students will be placed in jobs after completion of the semester than were placed in the previous semester.

Objective 6): The school dropout rate and amount of absenteeism will be reduced.

Performance criteria: The dropout rate of students enrolled in the component will be at least 10 percent lower than the dropout rate for students in grades 9 through 12 in the city public schools.

: The dropout rate for this component should not exceed 10 percent of total enrollment.

Objective 7): There will be substantial improvement in the academic performance of enrollees.

Performance criteria: Ninety percent of the students enrolled will average 1.0 grade increase in reading or mathematics level.

Similarly, the following or other objectives could be set and performance criteria developed for each.

Objective 8): There will be a reduction in juvenile delinquency rates and police and court contacts.

Objective 9): There will be an increase in number of public and private employers involved in work experience and on-the-job training programs.

Objective 10): Students will have greater understanding of labor market and career opportunities and will better be able to make realistic self-assessments.

Objective 11): There will be an increase in number of students requesting and receiving guidance and counseling.

Objective 12): The quality of work experience programs will be improved through better supervision, work products and learning potential.

These examples are for illustration only. Performance criteria may be established based on best guesses as would most criteria during the first program semester or year. Program experience in their use will help to define the criteria in future years.

E. Administrative Procedures

Since the CETA/LEA agreement may be financial or non-financial, the administrative procedures can vary greatly. Programs to be operated under the agreement must be consistent with YEDPA and the regulations. In a nonfinancial agreement, however, the administrative arrangements may be described briefly and in a financial agreement they may be summarized also with the details spelled out in a separate contract with the prime sponsor. Alternatively, the agreement may be more specific and serve, itself, as a contract. In the latter case, the agreement should address the following issues among others:

1) Staff resources. The agreement should indicate the number and duties of personnel to be funded. The document should make assurances that these persons are qualified and would not have been available from other sources of funding. It is important to indicate also how much existing staff will contribute to the program.

2) Budget. Costs should be determined for each or a combination of services provided per each component directly or indirectly in carrying out the agreement. Each budget should include a line item indicating costs for each item listed.

Agreements that are financial could include a standard CETA contractor's budget for funds to be utilized by the LEA. Any subcontracting by the LEA could be reflected in a separate budget. All limitations on costs to any participating agency should be specified at the time the agreement is negotiated. Provisions for additional or extended services necessary but not included in the original agreement should be clearly defined.

The negotiated agreement should be cooperatively coordinated to minimize overhead without minimizing services to the youth. Linkages with other community agencies could also reduce some budget items thereby establishing and maintaining low overhead.

3) Modification and review procedures. The CETA/LEA agreement should include procedure for its modification and review recognizing that changes may occur as operation of the agreement progresses. A review process should be extensively developed so that it will afford the parties of the agreement a timely assessment of program operations and will give some immediate indication of the need to modify or redefine objectives, procedures and/or other operational components.

The person or persons responsible for such reviews should be identified for each party under the agreement. The frequency with which these reviews will be done should also be defined. Provisions should be made delineating the procedures by which modifications may be requested, how the requests may be submitted, guidelines for recognizing the need for modification, and the arrangements through which a modification may be approved.

4) Financial Arrangements. Critical to the development of the joint agreement is the method by which operational costs will be handled. The agreement should state the method of payment to all subcontractors covered under the agreement, the frequency by which requests for payments may be submitted, deadlines on the receipt of request for payment, certification statements, requests on cost incurred and proper forms to be used in requesting payment.

The authorized staff person or agent who will be responsible for the proper accounting procedures for both parties under the agreement should be identified. Where applicable, and if desired, directions relative to establishing special bank accounts should be described.

5) Reporting. The local education agency will be required to submit certain reports to the CETA prime sponsor for inclusion in the management information system. The information should be delineated in the agreement. However, because of the experimental nature of the programs, it may be decided locally to collect certain information that is not required nationally. This should be discussed and a reporting procedure and timetable established.

6) Performance Assessment. The developmental approach to an effective CETA/LEA agreement should include considerable discussion on evaluation. It is important to agree upon program aims and to be able to evaluate progress in achieving them. Evaluation efforts should attempt to identify "what" is happening and to the extent possible, "why" it is happening as well as the "relationship" of these to established program goals and objectives. Prime sponsors and LEA's might provide for appropriate follow up and measurement of both long and short range goals within the agreement. Program evaluation is important because it contributes to local program development and overall knowledge about what appears to work.

V. Conclusion

The elements described in this paper relate to factors which should be given consideration in the negotiation of quality agreements and programs for youth between prime sponsors and local education agencies. These elements are applicable to all operators of in-school programs for youth under Section 346 of YEDPA, either as subgrantees, contractors or selected operators of in-school programs. These elements are not exhaustive but are important aspects to be considered when developing agreements. All factors should be given early and serious consideration.

GPO 926-341

THE AWARDING OF ACADEMIC CREDIT UNDER THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977

Office of Youth Programs

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INTRODUCTION

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 states in Section 355(b):

> "The Secretary of Labor. . .shall work with the Department of Health, Education, and Welfare to make suitable arrangements with appropriate State and local education officials whereby academic credit may be awarded, consistent with applicable State law, by educational. institutions and agencies for competencies derived from work experience obtained through programs established under this title."

The Congress fully intended that arrangements be made with State and local education officials so that academic credit would be given for the skills and knowledge acquired through work experience that would deserve credit if learned through traditional schooling or in other ways. In referring to "competencies," the intent was not to limit recognition narrowly to job skills but also to basic skills of language and mathematics and to a knowledge of society and how to assume responsibility in it. The credentials that may be earned in these programs of work experience and training will recognize "competencies" in occupational skills and in the areas of traditional education as well.

The provision of academic credit for competencies derived from the various programs funded under the Act is strongly encouraged. The greatest emphasis in this paper will be placed on the awarding of academic credit to out-of-school youths for work experience and training programs designed by prime sponsors or their contractors with local education agencies (LEA's) under the Youth Community Conservation and Improvement Projects (YCCIP) and the Youth Employment and Training Programs (YETP and by the Department of Agriculture and Interior for the Young Adult Conservation Corps (YACC).

In YACC, the Departments of Agriculture and Interior, will, in cooperation with LEA's, work together to develop the specifics for awarding credit for the competencies derived from participation in conservation work projects. It is expected that students enrolled in in-school programs under the Youth Incentive Entitlement Pilot Projects (YIEPP), YCCIP, and YETP will receive credit through existing work-study, career education or other school programs, particularly those established under the Experience-Based Career Education (EBCE) programs. Prime sponsors and local education agencies are, however, strongly encouraged to expand these arrangements and to test additional models wherever appropriate.

The purpose of this paper is to examine some of the issues with regard to the awarding of academic credit. During the past several years, much attention and debate have been concentrated on different methods and techniques for awarding academic credit for competencies derived from out-of-classroom experiences. No single method has emerged as the best for assessing or awarding credit. Therefore, this paper will merely suggest some of the issues and options relative to academic credit and identify the resources available for further information.

I. What are the competencies?

There are many competencies that can be achieved through work experiences. Different work experiences can be designed to develop single or multiple competencies and thus earn credits in specified subject areas. It has proven difficult, however, to equate the competencies acquired through experience or independent study with the same qualities attributable to a high school diploma. Of these, the General Educational Development Tests (GED) is the most common, but the Competency Based High School Diploma and the New York Regents External Diploma Program claim certain advantages, particularly for adults. Although the traditional diploma varies from school to school and from person to person within a school, in general, a high school diploma testifies to some measure of competence in the following categories, each of which may be addressed through work experience as indicated:

A. Basic Skills in Language and Mathematics.

Language and mathematical skills are the bulwark of traditional education; however, "grade level" has been repeatedly challenged as a measure of practical performance. The Competency Based High School Diploma, for example, looks less to measures of grade level and more to a demonstrated ability to reach "adult-performance levels" as defined by such practical applications as the ability to apply for a driver's license or enter into a rental agreement. The local education agency and the prime sponsor therefore have considerable latitude in agreeing upon diploma requirements for basic skills measured either by standardized tests or by practical applications. Similarly, the agreements can be expected to vary considerably in the amount of basic skill learning that is required from the work experience itself. Often the work experience is only expected to stimulate a desire to acquire the skills needed to do a job well, and the training itself is provided by tutoring or classroom work. But in either case, language and math competencies can be viewed as "derived" from work experience.

B. Coping Skills. Central to the ability to cope with life and work problems are:

> interpersonal skills--the ability to interact effectively with a variety of people (friends, colleagues, family, associates, business and governmental employees) in order to obtain information, transact business, or receive assistance;

problem-solving skills--the ability
to define problems, identify possible
solutions, and choose a course of action;
and inquiry skills--the ability to get,
analyze, and use information for different
purposes.

Dependability, following instructions, work productivity, making friends, and other coping skills -- all are qualities that are learned in traditional schools through course work, extra curricular activities, and sports and through other ways of working together and sharing responsibilities. In work experience programs, objective ratings by supervisors supported by records of attendance and performance, are probably the best basis for attesting to at least minimum levels of coping competence.

C. Occupational Skills. Academic credit that is earned for competencies of an occupational nature are an obvious valid predictor of work performance for that occupation.

In the absence of assessment measures of proven validity, the best available measure of an occupational skill at the entry level is that identified by the Dictionary of Occupational Titles. A number of performance tests for measuring job skills have been developed by the vocational and trade schools, apprenticeship programs, and Jewish Vocational Service (JVS) work sample programs, and the national testing services.

D. Liberal Education "Competencies". These competencies have to do with a knowledge of society and how to deal with it. They should, along with coping skills and basic skills in language, provide at least a partial foundation for later expansion of personal horizons.

While there are some recently developed measures of these "social perspective" skills, these are largely untested and the agreement between CETA sponsors and educational agencies with respect to liberal education competencies may do little more than describe the orientation that will be provided to help the trainee place the work assignment in a social context and to examine his/her obligations to employer, labor organizations, and to the community. This orientation might, for example, be incorporated as an explanation of the issues connected with payroll deductions for health care, social security, or union dues. The "orientation" to the job could, however, become a comprehensive liberal education program if it were to examine in greater detail the issues of democratic governance of business or labor organizations. Competency in this general area of citizenship may be measured, at least initially, by simple knowledge tests or through interviews by counselors or work supervisors although neither measurement has much proven validity as a predictor of citizenship activities. In any case, the identification of the types of competencies that can possibly be learned at any given site should be carefully considered. Variability cannot be avoided. Some sites will provide much more opportunity for a richer learning experience than others. This fact must be considered so that the proper balance of the amount and kind of credit that will be awarded to students is fair and realistic.

II. Suggested Models for Awarding Academic Credit

CETA prime sponsors and local educational agencies (LEA's) must agree on whatever procedures are adopted to award academic credit for competencies derived from work experience in these programs. There is considerable controversy concerning the methods for awarding credit and on the meaning of academic credentials. Still, 4 out of 5 high schools as well as a growing number of colleges, or other post secondary institutions and accrediting agencies give academic credit for learning through experience. CETA/LEA arrangements for awarding credit should generally look first to these established local practices.

There are generally three ways to approach the granting of academic credit for work experience. They are:

- Program Evaluation for Credit
- Credit for Prior Experience
- Experience Designed for Credit

Depending on the purposes of the program, these are all acceptable alternative modes of granting credit for work experience. CETA prime sponsors and LEA's should explore the advantages and disadvantages of each as they reach agreement on the most appropriate local alternatives.

Combinations of alternatives might be considered, depending upon the target population to be reached by the program. It should be pointed out that none of these methods in any way implies the dilution of academic credentials or the random granting of credit for the acquisition of insignificant skills. They do, however, build upon the needs of many individuals who learn better outside the classroom in the areas of reading, writing, and other basic skills and further provide the means for learning and maturation in other skills (e.g., coping skills, career exploration). A brief description of each method follows.

A. Program Evaluation for Credit

In this model, a total program of work experience (work site plus other related activities) is evaluated by experts for its ability to provide the opportunity for the learning of competencies. Youth in the program are granted credit for having attended the program or work experience for a length of time (i.e. 1 year at work might be equivalent to 4 Carnegie units in academic subject areas.)

1. Advantages - This is a relatively simple method for awarding academic credit. A rigorously organized work program can be approved by appropriate local experts in a relatively short time, although the program should be monitored at intervals to ensure that the quality of the learning opportunity is maintained.

2. Cautions - Evidence that particular competencies have been learned is assumed since individuals normally are not tested independently for competencies. In the absence of testing, care must be taken to monitor and otherwise examine the work experience to assure that it is continuing to provide the skills for which it was designed.

This model is a good choice if the quality of any work program can be guaranteed; however, it does not allow for the assessment of individual competencies to assure that expected competencies have been learned.

B. Credit for Prior Experience

In this model, an individual is evaluated on specific or general competencies whether learned in or out of school, as long as they are school-related. Demonstration of competence, whether by proof or by performance, is the basis for the award of academic credit. There are already numerous ongoing programs that reflect this model, such as the credit by examination offered in many community colleges and universities or credit given for military experience (Servicemen's Opportunity College). Furthermore, this model is often applied by employers who hire individuals either on academic credentials or the experience equivalent.

1. Advantages - For older youth who have some experience(s), this method is useful because it awards credit to them for past performance or proof that they have learned competencies they can already perform that are judged to be related to school curricula. This method of awarding credit for experience depends on gathering evidence of learning by using a variety of assessment techniques.

2. Cautions - The array of techniques possible in this mode require more sophisticated methodology and is time-consuming. However, because it relies heavily on individual assessment, it will permit far greater focusing of instruction on experience since these can then be directed specifically to the participant's individual skill level.

C. Experience Designed for Credit

In this model possible competencies to be learned are identified explicitly and an individual student is evaluated on performance. This model can be closely controlled and the learning experience integrated with academic course work.

1. Advantages - Experiences structured in this model have a specific purpose that is clearly identified and related to the individual's overall learning program. Experiences are carefully structured and designed to meet these needs. Pre - and post-testing of the individual can be conducted to verify attainment of competencies as a result of the work experience.

2. Cautions - Each work site must be carefully analyzed to identify all possible competencies that might be learned in the experience so that the anticipated skills are in fact acquired. This takes some degree of skill and time and significant costs may be involved.

As has been noted, each model has distinctive characteristics, advantages, and disadvantages. Since the third model, Experience Designed for Credit, to some degree, combines elements of the preceeding two models, it will be presented in greater detail.

III. Specific Considerations in Experience Designed for Credit

A quality program in which a work experience is designed for academic credit must be concerned with three key factors:

- integration in a total learning program for the individual;
- site analysis;
- identification of competencies that might possibly be learned there; and
- appropriate assessment techniques to determine if the competencies have been learned.

As indicated in Part I, there are a number of competencies that may be acquired through well-structured work experiences.

Although it is not possible that any one work site will provide the opportunity for learning the variety of competencies that are offered through traditional academic course work, a complete analysis of the learning possibilities at any one site is extremely important in order to assure that the competencies can be attained and unrealistic expectations can be avoided. Management of the work experience is the key in assuring that experiences at the work site are an integral part of an individual's learning program and that work site supervision is of high caliber. Moreover, the full potential for experiences designed for credit can only be realized when the CETA prime sponsor and local education agency not only selectively identify existing sites but also actively develop new sites or revise existing ones.

In structuring a program for awarding credit for work experience, prime sponsors and LEA's must:

1) agree upon the objective(s) of the learning programs of which the work experience will be a part;

2) agree upon the relationship of the identified competencies to local degree and diploma requirements;

3) Identify specific learning outcomes or competencies that might be learned at the particular learning site;

4) Establish for proper documentation of the experience as a basis for awarding credit;

5) Develop adequate measurement of identified learning outcomes or competencies according to preestablished standards; and

6) Develop procedures for recording the learning outcomes or competencies.

Both the prime sponsor and LEA should analyze the numerous learner coordination, site analysis and management functions that need to be carried out to effectively implement such a program. There is no set formula for assigning responsibility for performing these functions because program and staffing constraints will require different solutions. Both the Far West and Appalachian Regional Education Laboratories have done extensive work in analyzing these functions.

Once competencies have been identified, assessment becomes particularly important. In order to determine whether a work experience has in fact imparted the skills that it was selected to provide, assessment of the individual should be considered both prior to and after participation. There are numerous choices that can be made about the most appropriate techniques for assessment of the experience designed for credit. Because of the wide variety of knowledge, skills, and attitudes that may be desired learning outcomes worthy of credit, the characteristics of several types of assessment techniques for the measurement of competencies are described below:

A. Objective written exams. Content oriented tests in familiar formats, e.g., multiple choice, true/false, or completion-type exams may be used. Obvious advantages of this type of examination are its ease of administration and scoring; however, individuals who have dropped out-of-school, or are drop-out prone, often find such tests intimidating and they should therefore be used carefully.

B. Essay exams. Essay exams may be particularly useful for presenting areas of knowledge in written format and for evidence of use of communication skills. The caution cited in "A" above would however also apply.

C. Performance tests. Performance tests may include either hands on tests in controlled situations or obstrusive observation in natural settings. They might also include the work sample method, in which a representation of a task that one might encounter on the job is presented. Advantages of these types of tests are their obvious insistence on application of skills and knowledge. Disadvantages are primarily in terms of costs and the need for trained assessors for evaluation.

D. Simulations. Simulations create real-life situations such as case studies, management games, inbasket problems. This is a good technique for testing problem-solving and decisionmaking abilities, management and interpersonal skills, attitudes and oral communications. Advantages are that more complex interactions of skills and attitudes can be observed. However, difficulties in the techniques include costs in personal time, facilities needed, and the need to repeat the observations to assure reliability.

E. Interviews. Interviews can be structured or unstructured with individuals responding to open or closed questioning, or through panel interviews with students interacting while being observed by experts. Advantages include emphasis on verbal communication skills and the efficiency of small group testing. Care must be taken to establish assessment criteria for validity and consistency.

F. Ratings. By an agreed upon expert, ratings are evaluations by either a job supervisor or a teacher. Checklists and rating scales can be used to measure skills, attitudes, and knowledge competencies. Advantages include quantitative judgements where it is difficult to obtain more objective measures of competence, but disadvantages include tendencies to subjectivity and biased rating behavior. An essential element of managing work experience programs for credit is continuing integration of what happens on the work site with the learning program.

G. Self-assessment. Self-assessment refers to self ratings on detailed performance checklists. To be most useful, it can be validated with job supervisors or teachers.

H. Product assessment. Product assessment refers to evaluations of student product(s) against defined academic criteria. It has the advantage of providing concrete examples of performance for judgement. Disadvantages are time and costs involved in conducting such an evaluation.

I. Assessment by Documentation

There are also a number of assessment techniques by documentation which are used for determining competencies derived from experience. The External High School Diploma Program is an example of such a technique. Assessment by documentation is particularly useful for older youths who may have been involved in activities where competencies were learned and for which credit may be awarded. While these techniques are used predominantly for crediting prior experience, many may be appropriate for assessing experience designed for credit. Briefly, such documentation takes these forms:

1. By Credential. Where a current license is already possessed by a learner, it represents evidence that particular competencies have been mastered. For instance, barbering and cosmetology licenses can be obtained in New York State by non-high-school graduates, and is acceptable evidence of learned occupational skills.

2. By Examination. Through examination, demonstration of general or subject matter information can be translated to academic post-secondary course equivalents. Commonly accepted tests are the College Level Examination Program (CLEP) administered by Educational Testing Service (ETS); tests used in particular States (New York State Proficiency exams, the Regents External Degree Program); or tests developed by the Military. Examinations prepared by faculty from a particular college department can be used, as well as faculty evaluation by indepth interview. At the secondary level, the General Educational Development (GED) test is the most widely accepted such examination.

IV. Implementation Considerations

A. First Steps

For youth who are not enrolled in a full-time program leading to a diploma, a degree, or a certificate; arrangements should be made between CETA prime sponsors and LEA's for assessment of the competencies derived from work experience and for the awarding and recording of the credit that the participant accrues. The participant may be considered as being enrolled in a part-time program leading to a credential, and the credit earned may be banked toward the award of the credential at sometime in the future.

To maximize the opportunities for youths to earn academic credit, the prime sponsor and LEA may choose to:

+ rotate youth through various work experience sites which offer different kinds of appropriate creditable learning experience; or

+ design the work experiences in stages, so that before progression to another stage occurs, competencies can be assessed and credit awarded or placement maintained at that phase until the competency is acquired

Through use of the assessment by documentation techniques or others, YEDPA participants may be assessed for competencies already acquired and credit awarded by a local education agency. This would then make it possible to place participants in work experiences which will earn them the additional credits needed to earn a high school diploma or post-secondary credits or credentials.

The choice of the most appropriate model--whether program evaluation for credit, credit for prior learning, or experience designed for credit--depends upon a variety of factors to be discussed by prime sponsors and LEA's. Regardless of the choice or combination of models that may be agreed upon, the factors below should be considered:

Nature of the program and/or work site and the identification of the possible learning outcomes associated with the site;

3. By Performance. Documentation and evaluation can be achieved by using experts who assess skills through watching the participant's performance (e.g., generator repair) or reviewing products (e.g., portfolios of art work or photography, or carpentry).

4. Letters of Recommendation. Summaries of field experiences may be corroborated by job supervisors who could analyze the specific responsibilities which can be given academic course equivalents.

5. Credit for Practicum Experience. Credit can be granted for length of service where it is relevant to some academic offerings. Either paid or volunteer work in areas such as teaching, scouting, nursing, or business experience are a few examples. For instance, New York State gives 4 months credit for 1 year of service at any acceptable activity.

6. Military Experience. Courses and experience given by the military have been evaluated for recommendations for credit. Information is available from the American Council on Education, Office of Educational Credit.

7. Documentation of On-the-Job Learning Activities. Credit is given for onsite courses obtained through business and industry after evaluation according to the guidelines available from the New York State Education Department.

The assessment techniques described above can be examined for their usefulness in each model. Each technique can be used effectively, so long as its strengths and limitations are recognized. Prime sponsors and LEA's should also consider using combinations of these techniques.

- Relationship and articulation of these outcomes to local diploma requirements;

- Costs and time involved in setting up the most appropriate array of assessment procedures and the short- and long-term benefits of each;

- Training needs of available personnel to administer and develop such assessment techniques;

- Validity and reliability of the measurement techniques;

- Characteristics of the youth population to be served;

- Establishment of standards for performance that are realistic, achievable, and fair to the average student;

- Identification of who will award the credit; (Some States permit only high school teachers who are credentialed in the subject area, be it English, math, or business education, to award students credit in that area. At the post-secondary level, the issue may be one of degrees as well as credentials. In California, for example, community college instructors must have masters degrees in their field as well as community college teaching credentials) and,

- Applicable State laws.

Also, of significant note is that the learning potential of a site depends as much upon the people there as it does with the function and activities of the job the student fills. Questions need to be raised such as: What do the worksite staff know and what are they willing to share with students? How well do they interact with young people? Were the individuals drafted to participate in the program or did they volunteer?

Competence may not always be measurable, and as noted earlier, may have to be inferred from the amount of time invested in work experience and an agreement reached as to the quality of the experience offered. But, where possible, competencies should themselves be measured.

B. The Prime Sponsor/LEA Agreement

In developing programs for awarding academic credit for competencies derived from work experience, prime sponsors and LEA's should develop a written agreement outlining their approach. While it can be expected to vary considerably from place to place depending upon the emphasis local agencies wish to place upon the several methods for measuring competence and the local resources available (e.g., experience in working with one or more of these methods), all can be expected to include statements of agreements on the following considerations and techniques:

> Wherever possible, measurement of the competencies actually derived by the participant rather than by assessment of work experience that is expected to develop certain competencies;

> Identification of measurements and credentials that will affect employment and advancement. These should be valid predictors of later work performance;

> Specification of minimum levels of competence of the several kinds required for a credential and identification of the several means of measurement, e.g.:

a definition of each individual competence for which academic credit is to be given whether it is a basic skill, a coping skill, a vocational skill, or a more general academic competency; for example, the agreement might state that academic credit will be given for the improvement in reading that occurs as a result of the work experience and associated training.

the criteria by which competence is measured, e.g., the agreement might say that competence will be measured by a particular test or technique discussed in this paper.

the standards (or degree of improvement) required for academic credit, e.g., the agreement might specify reading level or types of material that might have to be read in order to meet requirements for a diploma for a specified number of school credits. It might also specify that academic credit would be awarded in increments for measured progress towards the level required for graduation; for example, a participant may have already accrued 2 years of credit in English towards high school graduation. Academic credit representing 1 year of secondary school might, by agreement, be awarded for progressing half-way from the participant's entry level to that required for graduation.

the method of reporting, e.g., the agreement might state that within a specified time of completion of work experience, the level of competence would be measured, the student notified, credit awarded, a notation of the award made in the participant's personnel record.

Similarly, for vocational skills, the agreement should specify the definition of the skill, the criteria by which it is to be measured, and the standard of competence required for awarding a diploma, certificate, or degree. Academic credit would be awarded for progress towards that standard as greater competence is derived from the work experience and associated training.

V. Conclusion

CETA sponsors must work with local educational agencies to decide upon the best ways to award academic credit for the competencies derived from work experience in these programs. With the help of planning councils and youth councils and through cooperation between prime sponsors and local educational agencies, YEDPA can do much to assure that the best of the systems for awarding credit is instituted.

Prime Sponsors are further encouraged to pursue additional approaches for the award of academic credit for work experience. Such activities could be an important part of the sponsor's knowledge development efforts and, as such, can be expected to contribute to building an information base for furthering national policy development.

WORK-EDUCATION COUNCILS AND THE POSSIBILITIES FOR COLLABORATIVE EFFORTS UNDER YEDPA

Office of Youth Programs

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I. Introduction

The Youth Employment and Demonstration Projects Act provides the resources and mandate to help young people make the transition from school to work. For this to occur more effectively, barriers that exist between the education and the employment and training systems must be broken down and the programs of both of these systems must be better integrated with the complementary private and voluntary efforts existing in communities throughout the nation. It is clearly the intent of Congress that a comprehensive approach be developed to assist youth in the school to work transition. This is to be accomplished by improved coordination and increased availability of services. It means that CETA prime sponsors must work more closely with program deliverers of demonstrated merit - be they community based organizations, labor unions, educational institutions or private employers.

Dealing with these numerous constituencies, identifying gaps in service and putting together collaborative efforts involving appropriate community resources is no easy task. It is time consuming and requires knowledge of the strengths and weaknesses of the respective community institutions as well as requiring an understanding of the delicate balance that exists in institutional relationships within a community. If CETA/YEDPA is to accomplish the goals set for it, prime sponsors must begin to find new and different ways of working with the many other responsible actors within the community.

The purpose of this paper is to acquaint prime sponsors with the experiences of a network of communities involved in the Work-Education Consortium project. The Consortium is composed of more than thirty local and State groups that have formed to improve the relationships between the institutions of education and work within their geographic areas.

Two years ago, the Department of Labor agreed to give financial support to these communities in order to learn more about the potential for and outcomes from collaborative action. The experiences of the Consortium communities provide useful lessons in how communities can initiate similar councils or undertake like collaborative efforts related to youth programs. Furthermore, the experiences of the Work and Education Consortium can provide insights into the dynamics of school to work transition which will be of interest to those involved in the implementation of programs under YEDPA.

The premise on which their efforts are based is that programs and policies concerned with employment and education can be more effectively implemented when the institutions responsible for the various pieces of these "worlds" can work collaboratively in meeting the needs of their communities. The individuals and organizations participating in the Consortium have been brought together by their belief that they can accomplish more through joint action than they could by pursuing their institutional objectives in isolation.

Work and education councils are locally initiated, community based efforts operating outside the traditional advisory structures mandated under both employment and education programs. Councils are concerned with bringing about linkages between programs rather than dividing up the pie within any one program. Such councils have demonstrated that they can have a positive influence on how community needs are being met by diffusing issues of power and authority on a neutral turf. Often, rather than operating programs, they are the nexus for interaction and information exchange.

Although work and education councils are concerned with bringing about more productive integration of education and work throughout an individual's lifetime, they have focused heavily on the critical interaction point when youth leave school to enter upon their first job in the adult labor market.

II. School to Work Transition

The period of transition from school to work is a particularly difficult one for youth, requiring youth to assume new adult roles on and off the job and to make decisions that will effect their future employment. The transition process, which is unsettling enough from a personal development point of view, is further aggravated by the serious institutional disjunctures which make the transition difficult to accomplish. These obstacles include restrictive employer hiring practices and child labor laws; inadequate youth placement and counseling services; and ineffective ways of delivering occupational information for career decisionmaking. Educational institutions, labor unions, employers, voluntary organizations, and government create both the rules and opportunities for moving from the world of education to the world of work, yet in many instances these very institutions remain separated from each other to protect their own perogatives.

The circumstances under which non-college bound youth, particularly those from socio-economic disadvantaged backgrounds, undertake the passage from school to work are characterized by pitfalls and difficulties. These problems fall into several basic areas:

Need for improved quality and expanded opportunities for work and service experience

° Youth who leave school at 16 and 17 or even younger are excluded from entry level employment in the adult labor market. For the most part, the work experience youth do manage to obtain mostly in "youth jobs" is not related to an education program or a plan for school to work transition.

° Despite the growing credibility given experiential learning related to classroom education under YEDPA and otherwise, programs offering such opportunities are still in their infancy. The integration of non-classroom and classroom learning requires the development of new roles and responsibilities for work place supervisors, teachers and counselors, and new relationships between the institutions of education and work.

° There are a variety of school based regulations and practices related to school attendance, class scheduling and other matters which inhibit rapid expansion of experiential learning programs. Likewise, laws relating to youth employment are often over-lapping and inconsistent so that school officials and employers have difficulty implementing work experience programs and creating opportunities for youth employment.

Need for improved programs and mechanisms to help youth prepare for, obtain and retain employment

° Career, vocational, cooperative and other school based educational programs need to be more effectively coordinated with YEDPA and other employment and training programs.

° Skill training, vocational exploration and other educational and employability development programs need to be planned and operated with closer consideration given to employer hiring, training and workplace practices.

° Placement services to in-school and graduating students, with follow-up are insufficient. Additional programs to teach job seeking and other employment related skills need to be developed.

° Program staff working with youth need to be oriented to the world of work.

° Counseling services, particularly for the non-college bound need to be made more responsive to student needs and more relevant to labor market realities.

Need for Improved and Expanded Career Information Services

° Youth need to know more about the world of work, employment and educational opportunities and themselves. Although an ever growing amount of locally relevant career information is available, insufficient efforts have been made to adapt it for use by students, counselors, and teachers for career guidance and vocational exploration purposes.

III. Collaborative Experiences in Consortium Communities

The communities participating in the Work-Education Consortium Project have taken seriously the challenge of developing more effective transition mechanisms for young people. The communities have found that an adequate response to youth development and transition needs requires, beyond projects and programs, a forum in which the otherwise separate institutions within a community can join together to plan, support and carry out school to work transition strategies. They find that collaboration is desirable and necessary because much of the youth development process is outside the reach of any single institution or program. They have identified major deficiencies in existing institutional relationships and have begun local collaborative initiatives which address these issues.

Prime sponsors, career education directors, business executives, the Chamber of Commerce, community college representatives as well as many other individuals representing as many different types of institutions have found that the investment in time, effort and resources to get work and education councils off the ground have paid off in a relatively short time by helping each of them meet their own as well as common program objectives.

The types of activities which have been enhanced by public-private collaborative efforts within the Consortium communities are directly related to the above problem areas and respond to the over-riding need for better coordination and rationalization of local resources. A brief review of the type of activities engaged in by work-education councils follows while more comprehensive summary of major consortium undertakings is appended for your information.

Council Activities:

- Creation of career development clearinghouse facilities.
- Development of directories and guides to community resources.
- Surveys and assessments of public and private community resources for career development.
- Creation of networks of community volunteers for career exploration programs.
- Development of shadowing and vocational exploration programs.
- Development of worksites for cooperative-education and other programs.
- Generation of support for high school work experience programs.
- Development of placement services for students seeking work experience opportunities.
- Placement services for the handicapped and youthful offenders.

- Curriculum development for staff training.
- Workshops on job seeking and job retention skills.
- Development of coordinated career information programs.
- Surveys of projected employer demand for young workers.
- Development of a youth job information counseling and referral center.

IV. CETA, the Community and Collaborative Processes

Representatives of important institutions and sectors of the community have traditionally been involved in program committees, task forces and the like. YEDPA, as other pieces of legislation have in the past, gives importance to the involvement of community in implementing any effective and relevant program that serves people. Requirements of inclusion of community based organizations, the private sector, unions and the schools in local YEDPA efforts are an indication that both the Administration and the Congress recognized that neither the Federal Government nor CETA prime sponsors can deal with the problems of youth unemployment and school to work transition alone. The requirement that Youth Advisory Councils be established is a result of this belief as is the proposed Title VII of CETA.

In most cases, such mandated bodies have been solely advisory in nature and have lacked authority or broadness of interest to generate the fundamental cross institutional changes needed to bring about a more successful way of helping young people move into the adult community.

The approach discussed here differs in that it touches on a wide range of programs within a community rather than just one; it involves voluntary action growing out of the felt need within a community; and it involves leaders of all the relevant constituencies in the community who have the authority and commitment to bring about the needed changes.

A CETA prime sponsor's participation in collaborative action with such community groups can serve to enhance the YEDPA program across a broad range of activities by tieing into otherwise untapped community resources which can complement and enrich the CETA program. These resources may be particularly important in developing strategies to deal with the non-disadvantaged youth who are ineligible for many services provided by CETA as well as improving the quality of work experience opportunities and increasing the availability of job information, counseling, guidance and placement services. In addition, important links with the employer community can be initiated and nurtured under the auspices of a work and education council. There are numerous additional ways in which CETA participation in a collaborative council could assist the prime sponsor in broadening the program's capability to meet the varied service needs of the CETA population:

(1) The Council could serve in the role of community clearinghouse of technical assistance and training resources. The breadth of representation on work and education councils puts them in a position to help the prime sponsor in developing methods of crediting work experience, carrying out inventories of community education, and assessing potential work or service opportunities.

(2) The Council could serve as official or unofficial broker or enabler of local education agency, private employer, organized labor and CETA prime sponsor deliberations. Providing the good offices of the council as a neutral forum for working out such issues as work experience site opportunities, wage rates, academic credit arrangements and assessment procedures, may be an appropriate and valuable council function.

(3) The Council could become an advocate for expanded community awareness and support of YEDPA and other CETA programs. Collaborative council leadership in expanding community consciousness of the need for new youth opportunities and the role of CETA in providing them can make a substantial difference in prime sponsor effectiveness.

(4) The Council could serve either as a Youth Advisory Council or CETA Business Industry Council while preserving its broader mission related to community-wide work and education issues.

(5) The Council could perform direct services under contract to the prime sponsor in areas such as the following:

* Undertaking programs to expand job and work experience site opportunities in the private sector;

* Operating counseling and career exploration programs drawing broadly on community resources;

* Offering placement assistance and follow-up for full and part-time employment;

* Developing and providing information for career and occupational choice;

* Providing systematic exposure of counselors and teachers to the nature of work;

* Inventorying, developing and monitoring community resources;

* Developing information programs about child labor laws for teachers, counselors, and employers.

V. Next Steps

Whether prime sponsors choose to create separate work and education councils or not, the experiences and concerns of the councils described here are obviously relevant to programs operated under YEDPA. The experience gained by these councils is particularly worthwhile in helping prime sponsors coordinate their programs with other community efforts and in overcoming barriers to employment for youth through collaborative action with employers, unions and others.

It is hoped that the experience of these communities will serve to encourage other communities to undertake similar initiatives and that they will avail themselves of the expertise and insights gained by participants in the Consortium.

Consortium project experience over the past two years has resulted in the publication of numerous technical documents focusingon the local collaborative process. These documents generally describe the process of forming work and education councils and council methods of dealing with the problems facing youth moving from the world of education to the world of work. The National Manpower Institute's Information Exchange which currently services all of the Consortium and to some extent some 500 additional individuals and organizations is being expanded during the current year and is available to prime sponsors. These services include: a bimonthly newsletter entitled The Work Education Exchange; technical assistance papers; case studies, fact sheets, project briefs on exemplary community based collaborative efforts; and consultation assistance on individual unique local situations.

Each of the national organizations participating in the Consortium, as well as the thirty-three local and State groups involved, are eager to work with other interested individuals and organizations in addressing local needs on an individual basis.

A series of meetings to be held in selected locations throughout the country is being planned to bring together Consortium communities and others interested in exchanging experiences and knowledge about successful approaches to work and education issues. These meetings will be held during the summer and fall of 1978. The agenda for each will address both the interests of communities already involved in the Consortium and those others interested in a broad range of work and education issues. If you are interested in joining this network or learning more about ways to become involved in collaborative action, you should direct your inquiries to the National Manpower Institute, 1211 Connecticut Avenue, N.W., Suite 301, Washington, D.C. 20036, or the Office of Youth Programs at 601 D Street, N.W., Washington, D.C. 20213.

Attachment 1

Representative Collaborative Experiences in Consortium Communities

Inventorying, Developing and Coordinating Community Resources:

* In East Peoria, Illinois, the Tri-County Industry-Education-Labor Council has developed a "Teachers Guide" to community resources as a result of a survey administered to potential resource people from the business, industry, and labor sectors of the tri-county area. The Guide, based on data obtained through the survey, contains information on the availability of a wide range of resources including: field trips and classroom speakers (organized by occupational cluster), career development films, individual student interview opportunities, in-service workshops for teachers, career information days, and the career guidance institute.

The Guide is distributed to all schools within the Council's service area and to schools and teachers outside the service area upon request.

* In Erie, Pennsylvania, the Education and Work Council of Erie City and County is nearing completion of a sourcebook of profiles of community programs and services in its service area that relate to the transition of youth from education to work. The information has been compiled in conjunction with the Youth Services Coordinating Council of Erie County and the Northwest Pennsylvania Personnel and Guidance Association. Although the sourcebook is designed for use by personnel and guidance professionals, particularly at the secondary school level, it will be available to any interested groups or individuals.

* The Mid-Michigan Community Action Council in Gratiot County, Michigan, has assembled a network of 630 community volunteers in order to provide a structure for the first-hand sharing of information on careers and the working world. Network volunteers participate in one-on-one volunteer/student career exploration sessions, group exploratory programs, economic workshops and employability skills workshops. They also serve as classroom speakers and resource persons throughout the county.

* The Minneapolis, Minnesota Work-Education Council is currently assessing all programs available from youth serving organizations and programs in the Minneapolis area. The data collected by the Council is divided into three categories: programs relating to employment through occupational information, exploration, and counseling; programs relating to direct preparation for employment through financial aid, actual development of job skills and/or placement; programs relating to direct job placement.

These programs are further categorized to designate services available to in-school youth, and those available to out-of-school youth.

The information, in its final form, will be made available to groups and individuals interested in the youth school-to-work transition.

* In Oakland, California the local Community Careers Council has established an employer resource clearinghouse. The clearinghouse data bank presently consists of approximately 700 entries on employer resources available to organizations seeking job opportunities for youth, with 2,300 more entries to be added in the near future.

The clearinghouse will provide a systematic method of assessing the local businesses for the many organizations trying to assist youth in gaining job experience. It is also designed to encourage a more equal spread of requests for placement throughout the business community.

* The Education to Work Council of Philadelphia, Pennsylvania has compiled a comprehensive catalog of the city's career education programs. The catalog includes approximately 100 programs administered through the public school system, programs of the parochial schools (which have not to date been catalogued), and programs operated by independent not-for-profit corporations which provide career training and preparation for students in various fields.

* In Tullahoma, Tennessee a Youth Services Clearinghouse Directory has been compiled by the Community Education-Work Council at Motlow State Community College. The directory provides information on a wide range of civic, community and institutional services available to youth throughout the Council's seven-county service area. Data is categorized by the type of service available and the county in which it is provided. The directory will be used in conjunction with a call-in telephone clearinghouse for information and referral on youth services in the area.

* In Wheeling, West Virginia, the Education-Work Council of the Upper Ohio Valley has prepared a directory of locally available audio-visual aids featuring information on career and occupational opportunities. The Council contacted over 300 prospective community resources (employers) requesting them to indicate audio-visual aids which they are willing to make available on a rent-free basis to area schools. Twenty-three local firms responded favorably to the solicitation. Information from the directory will be combined with the names of volunteer resource persons from these and other employers and distributed to local educational institutions and public libraries.

Expanding and Supporting Youth Work and Service Experience Opportunities

* In Bridgeport, Connecticut, the Business-Education Liaison Committee of the National Alliance of Businessmen's Fairfield County Metro is developing a program expanding and accessing cooperative education opportunities for local youth. Representatives of the University of Bridgeport, the Sacred Heart University, and the Housatonic Community College are providing information to local high school guidance counselors on cooperative education opportunities available through these postsecondary institutions. These representatives are also assisting the Council in recruiting business participants who might be able to structure some cooperative education programs for students.

The Council holds meetings for groups of both guidance counselors and businesspeople at which representatives of the cooperative education programs at the three participating universities explain the need for, and benefits available through cooperative education.

* In Buffalo, New York, the Niagara Frontier Industry Education Council Inc. has established a "Shadow" program in response to a request from the Superintendent of BOCES for more active business participation in preparing high school students for the work world. The program provides an opportunity for vocationally trained high school students to participate in a one week on-site "shadowing" of the daily activities of a practitioner in a particular career. This experience aids students in developing an understanding of the world of work and offers them a chance to see how their vocational training relates to the actual working experience.

* In Livonia, Michigan the Work-Education Council of Southeastern Michigan in close collaboration with the Livonia Public Schools has implemented a service-learning program called "ACTION." The program provides opportunities for students to participate in research, advocacy, or direct services which are a direct result of their classwork. Special project goals are to provide opportunities for students to participate in a service-learning curriculum, to develop a Service-Learning Handbook of Activities for teachers (arranged by subject area), and to expand the knowledge and insight students hold about their local community and its resources.

* In Seattle, Washington the Seattle Community Work-Education Council subcontracted with the National Alliance of Businessmen's Seattle/Tacoma Metro and conducted a Vocational Exploration Program (VEP) in Tacoma, Washington which provided job exposure experience for 83 youth. The project started with information and idea exchange sessions to exchange thoughts between business, labor and youth serving organizations. Follow-up sessions are planned for each of the 83 student participants.

* In Worcester, Massachusetts the Worcester Area Career Education Consortium is implementing its policy statement urging Worcester area school districts to offer every high school student in the area an opportunity to participate in some form of field experience education before graduation. Implementation efforts have received considerable support from the assignment of five CETA Title II employees to the Consortium staff and from the Consortium's successful proposal to the U.S. Office of Career Education. Direct responsibility for the project is handled by an almost-full-time coordinator who is working with school superintendents, school board members, administrators and staff in the Worcester area to plan for policy adoption in each district and to develop localized implementation at specific schools. Project staff are primarily responsible for identifying and securing the cooperation of area employers, labor organizations, social service agencies and parent groups.

Supporting Youth Educational, Training, Guidance and Placement Activities

* The Industry-Education Council of California together with the Chancellor's office of California Community Colleges, and a consortium of San Jose area colleges, business, indus-

try and labor, has developed the Bay Area Cooperative Education Clearinghouse (BACEC), a computerized job placement service which provides employers a one-stop listing of prospective student employees seeking work experience.

The service identifies students enrolled in community college cooperative education programs seeking work, and includes information on their past job experiences, educational goals and interests, and special skills and abilities.

* The Industry Education Council of the State of California has proposed a project to coordinate educational, industrial and vocational rehabilitation services and other public and private organizations to better assist handicapped youth in reaching their full occupational and employment potential. The project is designed to bring the service agencies into closer contact with employers, hopefully leading to more appropriate occupational training and greater job opportunities. Public and private handicapped-serving organizations will also be brought together to eliminate overlap and allow better exchange of resources.

* In Houston, Texas a program to improve the occupational potential of out-of-school youth and youthful offenders is underway. The program provides: (1) community volunteers to work with the youth for literacy upgrading, (2) motivational counseling of youth by education professionals and representatives of the local business community, (3) counseling to adult volunteers of the Big Sisters and Big Brothers organizations on the importance of educating and preparing youngsters for employment, and (4) an ex-offender speakers program in which current and former inmates of the Texas Department of Corrections speak to students at areas schools.

* In western New York State, the Labor Management Committee of the Jamestown Area (LMCJA) has developed and implemented a training course for local school personnel which incorporates the concepts of both labor-management cooperation and the quality of working life into approaches for career education. During August, 1977, six local teachers were trained with this committee-developed curriculum in a special two-week program. According to subsequent follow-up, five of the six have begun to integrate the curriculum in their normal teaching assignments. Parts of the curriculum are being redesigned based on the experiences of the six teachers. Plans are to make the course available nationally.

The LMCJA is also updating a Quality of Working Life course for use at Jamestown Community College in 1978. This activity represents a first step toward instituting a formal Labor-Management Studies Program at the college.

* In New York City, Open Doors, a component of the New York Association for Business, Labor and Education, is involved in curriculum development and augmentation in an attempt to make the world of work more understandable and relevant to high school students. Corporate, organized labor and education administrators are working with Open Doors in the development of a series of publications on such topics as setting up a small business, and exploring the world of work in New York City.

* In Seattle, Washington, a series of seminars on youth employment skills is planned by the Seattle Community Work-Education Council to increase the ability of youth in the community to get and hold jobs. The first workshop will focus on such topics as getting job contracts, identifying existing skills, interviewing skills, how to keep the job and get a raise, and the role of labor unions. Participating youth will be referred by youth serving agencies represented on the Council. After the workshop, participant reactions and suggestions for future workshops and Council activities will be solicited.

* In Tullahoma, Tennessee, the Community-Education-Work Council site at Motlow State Community College has established a course in job seeking techniques for area youth. The seminar entitled "The Art of Job Hunting" was held in collaboration with the college's Continuing Education and Evening Division. Approximately 100 persons between the ages of 17-21 participated in the initial program. Course instructors included several practicing personnel managers. A videotape of the seminar is available to schools and other youth serving agencies.

* In Wheeling, West Virginia, the Education-Work Council of the Upper Ohio Valley in conjunction with four area colleges, the local school district and the West Virginia Department of Education has developed a course offering educators first-hand exposure to the business, industrial, labor, government, service and economic leaders of the Wheeling area. The fifteen week course includes on-site or in-plant field studies and five classroom workshops. Parti-

cipants receive three hours of graduate credit. Teachers, counselors, and administrators from elementary, secondary and postsecondary educational institutions are enrolled.

The first class of 25 educators was held during the spring '78 semester. Due to the high level of interest expressed by local educators, the course has become a part of the regular curriculum of the West Virginia University Graduate School.

Developing Career Information Services

* In Buffalo, New York the Niagara Frontier Industry Education Council, Inc. has initiated a long term project to collect and make available to the public materials and information on educational and vocational opportunities and employment trends in western New York State.

Funded by a grant from the county CETA prime sponsor, the center will be located at Erie Community College in downtown Buffalo and will employ a director and eight staff members. A graduate student from SUNY at Buffalo is also assisting this project as an intern. A mobile van, on loan from the New York State BOCES, will be used for a travelling information center at schools and shopping plazas. The effort is designed as a referral and resource center.

* In Charleston, South Carolina, members of the Charleston Trident Work-Education Council are comparing anticipated manpower needs of major employers with local educators' projections of graduates for the next five years. The intent of the project is to aid in the identification of areas in which there may be future manpower shortages and to make available information on existing job opportunities for youth and on the skills necessary to qualify for them. Results and Council recommendations for needed action will be distributed in the community.

* In East Peoria, Illinois the Tri-County Industry-Education-Labor Council and the Illinois Central College (ICC) are working together to establish a Computerized Career Information Program (CIP) which will provide data concerning student interests, career opportunities both locally and nationally, job descriptions (including military occupations), and information on school and college programs and financial aid. It is projected that the program will be available to

students (grades 8 through college level) within the ICC School District by Spring, 1979.

CIP was developed at Joliet (Illinois) Community College with funding support from the Illinois Office of Education. Prime sponsors for the Peoria and Taxewell CETA Consortia have approved the Council's joint proposal with ICC to purchase software and complete a community survey of local occupational and educational opportunities. The Illinois Office of Education also is supporting implementation of the batch-process computer program by lending its support to Council and College activities planned for in-service training of area teachers and counselors and to the establishment of a Career Guidance Center at ICC.

* In Fairbanks, Alaska the Education-Work Council administered a survey to 130 local employers on job availability, entry level positions, necessary training, and turnover rates in their businesses. In a concurrent survey of local 1976 and 1977 high school graduates, the Council asked about future career choices and plans for relocation.

The results indicated that while most long term residents wish to remain in the area, there is little correlation between their career goals and the local job outlook in those fields.

Based on the survey findings the Council is assisting local school districts to establish career education and work experience programs in order to train youth in marketable skills.

* The Lexington, Kentucky Education-Work Council has applied to its local CETA prime sponsor for a grant to implement a youth job information, counseling, and referral center. The center, created to serve all youths between the ages of 16-21, will (1) provide local job information, (2) provide job acquisition skill training, (3) provide local employers with a labor supply of job seeking youths, (4) serve as an advocate for youth employment, (5) actively seek youth job opportunities, (6) inform youths of local educational, job training, and volunteer services available, (7) serve as a referral agency for local youth services, and (8) serve as a model project for other communities.

Implementation of the program will begin in mid-April, 1978.

* In Livonia, Michigan, the Work-Education Council of Southeastern Michigan has initiated efforts to combine the statewide Michigan Occupational Information System (MOIS) with the Job Opportunities System Project which is targeted at providing occupational and educational information to youth for local implementation in the Wayne County Area. These systems will be accessed through the use of computer terminals placed at various sites throughout western Wayne County. Information on the job market will be provided to counselors, placement specialists, teachers, students and out-of-school youth and others seeking information, work experience, and/or employment. The Western Wayne County Consortium for MOIS and the Wayne County Intermediate School District have combined their resources to develop a MOIS delivery system on a no fee basis. The prime funding source is the Wayne County Office of Manpower (WCOM) with the Livonia CETA Office also contributing. The prime contractor for WCOM funding will be the Wayne County Intermediate School District which will purchase and maintain the main computer equipment. The Western Wayne County Consortium will allocate the computer terminals to sites in the Consortium area and will utilize them in conjunction with other industry/education programs to expand the impact on employment and training options for the region.

Attachment 2

THE WORK-EDUCATION CONSORTIUM COMMUNITIES

NAB Business-Education Liaison Program	Augusta, Georgia
Consejo de Educacion y Trabajo de la Communidad	Bayamon, Puerto Rico
Bethel Area Community Education-Work Council	Bethel, Maine
NAB Business-Education Liaison Program	Bridgeport, Conn.
Niagara Frontier Industry-Education Council, Inc.	Buffalo, New York
Industry-Education Council of California	California, State of
Charleston Trident Work-Education Council	Charleston, South Carolina
Work-Education Council of the South Suburbs	Chicago Heights, Illinois
Education-Work Council of North Central Connecticut	Enfield, Connecticut
Education-Work Council of Erie City and County	Erie, Pennsylvania
Tanana Valley Citizens Council on Education and Work	Fairbanks, Alaska
Mid-Michigan Community Action Council	Gratiot County, Mich.
NAB Business-Education Liaison Program	Houston, Texas
Labor-Management Committee of the Jamestown Area	Jamestown, New York
Lexington Education-Work Council	Lexington, Kentucky
Nebraska Community Education-Work Council	Lincoln, Nebraska

Work-Education Council of Southeast Michigan	Livonia, Michigan
Martin County Education-Employment Council	Martin County, North Carolina
Mesa Community Council	Mesa, Arizona
Minneapolis Work-Education Council	Minneapolis, Minn.
New Jersey Education-Work and Leisure Initiative	New Jersey, State of
Economic Development Council of NYC, Inc.	New York, New York
Community Careers Council	Oakland, California
Tri-County Industry-Education-Labor Council	Peoria-Pekin Area, Illinois
Work-Education Consortium Project	Philadelphia, Pa.
Portland Work-Education Council	Portland, Oregon
Northwest Vermont Community Education-Work Council	Saint Albans, Vermont
Community Career Development Council	Santa Barbara, California
Private Sector Initiatives	Seattle, Washington
Work-Education Council Center for Community Organization and Area Development	Sioux Falls, South Dakota
Community Education-Work Council	Tullahoma, Tennessee
Education-Work Council of the Upper Ohio Valley	Wheeling, West Virginia
Worcester Career Education Consortium	Worcester, Massachusetts

SYSTEMS OF CAREER/OCCUPATIONAL INFORMATION FOR YOUTH--GUIDELINES AND CONSIDERATIONS FOR CETA PRIME SPONSORS

Office of Youth Programs

PREFACE

In FY 1979, the Employment and Training Administration spent close to $40 million on labor market information, the Bureau of Labor Statistics, several million dollars more, and the National Occupational Information Coordinating Committee (NOICC), jointly funded by DOL and HEW, supported another $10 million of activities. Under CETA, approximately $10 million went to state-wide programs of labor market information including career counseling and information. Millions more are spent annually at the local level on the provision of career guidance, counseling and information services under CETA programs. Career information and related activities are authorized throughout CETA and complementary education legislation such as the Career Education Incentive Act, the Vocational Education Act and the Elementary and Secondary Education Act. The dollars associated with these laws have created a network of community and school based career information delivery systems.

A nation-wide survey of CETA-LEA agreements under the Youth Employment and Training Program (YETP), conducted during the winter of 1978-79 found that counseling and the provision of labor market information were among the transition services offered in at least 80% of all programs. The survey found that where served, 14 and 15 year old youths were offered primarily counseling services.

Numerous information systems, guidance and counseling programs and materials have been developed and marketed by the Federal government and a myriad of private commercial enterprises. One of the most significant of such system investments has been the ETA funded National Career Information System program which is part of NOICC's overall Occupational Information System and soon will be extended to additional states under NOICC's leadership.

Research in this area is sparse although there is some evidence that those with more knowledge about the world of work do better in labor market terms, at least in the short run. In addition, even though common sense would dictate that individuals can make better decisions with increased knowledge, there is no consensus among experts as to whether youth use formal sources of information in making decisions regarding employment, training and education and if they do, what kind of information they want and can use. Under the auspices of NOICC we are trying to get answers to some of these questions. One study using control and experimental groups is underway to test the impact of a comprehensive career information and world of work orientation program on high school youth. The impact of similar programs, providing a broader range of transition services is also being evaluated in separate demonstration projects.

Most importantly, the National Institute of Education, again under the auspices of NOICC has commissioned a national survey of how and what kinds of career information youth are getting within the public secondary school system. The various methods of transmitting such information will be categorized into distinquishable career information delivery systems which will then be assessed on a comparative basis as to their utilization, cost, attractiveness, and ability to deliver various types of information.

Despite the major dollar commitment in this field, and the numerous program authorities under which programs operate, counselors, teachers and others working directly with youth generally are unfamiliar with what career information sources are available. They do not know how to effectively use the information that is available, nor do they understand other limitations of these information sources or the potential benefits individual participants may experience by systemmatic exposure to the information.

CETA participants and all youth make decisions continually that will affect their future lives. Their entry into employment, the choices they face regarding education and training, and their need to learn more about themselves, do not stop while researchers decide on the best way to facilitate these processes. Just as youth don't operate with perfect knowledge in making career decisions, program operators and policy makers are forced to respond to programmatic needs on a daily basis and to make decisions based on best judgments and the limitations of resources available.

The purpose of this technical assistance guide is to provide you with a sense of what we do know about career decisionmaking and the delivery of career information within the context of employment and training programs as well as to raise issues and considerations that should be addressed by program planners and operators in implementing such programs within their communities. It is not a definitive document but rather an entry exposure to many of the considerations in selecting and utilizing career information, particularly for youth.

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SYSTEMS OF CAREER/OCCUPATIONAL INFORMATION FOR YOUTH AND OTHER CETA PARTICIPANTS:

GUIDELINES AND CONSIDERATIONS FOR CETA PRIME SPONSORS

INTRODUCTION

The function of CETA is to provide assistance to economically disadvantaged, unemployed and underemployed people in order that they may obtain and hold jobs. If CETA is to be effective long-term in meeting these goals, CETA eligibles must receive training and work experience in an organized and systematic manner consistent with their interests, experiences and goals. If CETA eligibles are placed in programs willy-nilly or in a haphazard fashion they are denied a basic fundamental American right--the right to choose their occupation. Obviously, for many CETA eligibles, circumstances militate against their exercise of optimal freedom in choosing an occupation. CETA program resources are limited and many of the eligibles have personal limitations which restrict the array of occupations from which they can choose. Nevertheless, they have the right to choose from among the alternatives available. To maximize career choice, CETA participants, like all people, need some basic understanding about themselves relative to the world of work, knowledge of alternatives available, and the ability to decide among alternatives.

Providing people with assistance in making career choices is a complex task. A key element in providing good assistance is good career information. Individuals making decisions regarding employment and training opportunities must have basic job market information. People cannot effectively choose what they do not know. Good career information systems can provide CETA participants with the vital information necessary to exercise their right to choose.

Career information, particularly if made available through a career information system, can be used by CETA participants directly or it can be used by CETA staff charged with assisting participants. When the information is made available through a career information system, participants can either use the information to explore career or training alternatives or to gain specific information needed to make a career decision. Staff can use a career information system to assist individuals with particular needs. They can use it to help those with inappropriate choices explore other alternatives, those with tentative choices decide, and those undecided to explore and choose. A career information system can also be used in assisting clients select appropriate training experiences.

Career information, particularly a career information system, can thus benefit CETA operations in several ways: (a) it can maximize client choice within the confines of the CETA operation; (b) it can improve the matching of clients to service offerings thus assuring better use of scarce resources; (c) it can reduce the time needed by staff to provide effective career counseling by providing them with near instant access to vital information; and (d) data in the system can be used conjunctively with other information to improve crucial management functions. While program limitations may not allow optimum training and placement choice among all the occupations possible for any individual client, the CETA participants possessing information on job opportunities, requirements and benefits are more likely to perceive the relevance of training and work experiences offered than they would if they did not have the information.

Authorities

Several CETA titles authorize funding for Career Information or Career Information Systems. Title I, administrative provisions of CETA, calls for a Governor's coordination and special services plan (section 105), which includes directives to provide Career information [(6), (7), (8), (11), and (12)]. These include the development and implementation of career information activities for use by and with disadvantaged individuals served by CETA including youth, in-school clients, the handicapped who are receiving rehabilitation services, and others who use the services of prime sponsors and state employment security agencies. Also, the general CETA authority and planning requirements for prime sponsors (section 103), include such services as job search assistance, counseling and other services. These services may include career information and career information systems.

Title II, Part B, Sec. 211 (1) includes reference to the provision of job search assistance including orientation, counseling, and referral to appropriate employment and training services. Title III, Part B, Sec. 315 refers to the National Occupational Information Coordinating Committee and its responsibility for (3) "assisting and encouraging the development of state occupational information systems, accessible to local schools, including pilot programs in the use of computers to facilitate such access...".

The goals of Title IV Youth Programs, Subpart 3 (Youth Employment and Training programs) are even more explicit. Sec. 431 reads:

> It is the purpose of this subpart of established programs designed to make a significant long-term impact on the structural unemployment problems of youth, supplementary to but not replacing programs and activities available under Title II of this Act, to enhance the job prospects and career opportunities of young persons, including employment, community service opportunities, and such training and supportive services as are necessary to enable participants to secure suitable and appropriate unsubsidized employment in the public and private sectors of the economy. To the maximum extent feasible, training and employment opportunities afforded under this subpart shall be interrelated and mutually reinforcing so as to achieve the goal of enhancing the job prospects and career opportunities of youths served under this subpart.

Section 432 (a) states: "The Secretary is authorized to provide financial assistance to enable eligible applicants to provide employment opportunities and appropriate training and supportive services for eligible participants, including--(3) appropriate training and services to support the purpose of this subpart, including--

(A) outreach, assessment, and orientation;

(B) counseling, including occupational information and career counseling;

(C) activities promoting education to work transition;

(D) development of information concerning the labor market, and provision of occupational, educational, and training information;

(E) services to youth to help them obtain and retain employment;

(H) job sampling, including vocational exploration in the public and private sector;

(M) community-based central intake and information services for youth;

(N) job development, direct placement, and placement assistance to secure unsubsidized employment opportunities for youth to the maximum extent feasible, and referral to employability development programs;

(O) programs to overcome sex-stereotyping in job development and placement."

B and D refer specifically to occupational and related career information. A, C, H, M and O relate directly to means of enhancing the effectiveness of career information systems. In essence, career information and career information systems are not only allowable but advisable under the Youth Program priorities. Moreover, unlike other CETA programs, Youth Employment and Demonstration Programs permit a portion of the funds to be spent for those who are not economically disadvantaged.

Purpose of these Guidelines

These guidelines have been developed for use by Prime Sponsors, State Manpower Service Councils and others interested in career planning information. These guidelines present basic background considerations on career information and career information systems. Criteria for evaluating career information and the systems which deliver the information are provided. A careful reading of this document should assist interested agencies in selecting good career information and information systems.

Career Information and Career Information Systems

There are significant differences between career information and career information systems. Career information is any information related to occupations or careers. It can be found in any variety of media ranging from pamphlets through audiovisual materials. On the other hand, a career information system consists of more than an amalgam of diverse information on the world of work. A system consists of coordinated and interrelated parts. The best of such systems have at least three components: (a) an information component; (b) a delivery component; and (c) a user service component. A good system is built on good information--accurate, comprehensive and specific to the locale. A good system delivers the information in a manner that encourages use by individuals. It also provides information to a wide variety of users. And, a good system provides training for those who will use it in order that its use becomes integrated into the overall mission of the organization.

A career information system should relate education, training, and other career information to information about specific occupations. It is conceptually different from "a job system" which is designed to match prospective applicants to specific job openings.

While these traditional distinctions between job, occupation and career will be kept throughout this document, it is important to be aware that frequently the terms are used elsewhere interchangeably. Therefore, it is important to look at system content to determine its focus. A very important illustration of this point pertains to the development of the National Occupational Information Coordinating Committee (NOICC) and the State Occupational Information Coordinating Committees (SOICC's) authorized under CETA and Vocational Educationlegislation. The concept evolving out of NOICC-SOICC is a broad-base Occupational Information System (OIS) in each state which includes career and specific occupational as well as job information for the entire spectrum of users, such as direct participants in the labor market, labor market intermediaries such as counselors, placement persons, teachers, etc., and planners or program administrators.

THE IMPORTANCE OF CAREER CHOICE

There are a number of reasons why career choices are crucial and why good career information is essential to these choices. This is particularly true for young people. Their early choices frequently determine their life career patterns.

Career choices are important on both a personal and a societal level. On a personal level career choices impact on a person's entire life. They impact on where and how a person lives, what that person's non-job pursuits and leisure activities are, and how he or she is perceived by others. More importantly, career decisions influence self-perceptions, attitudes, values and beliefs. Specific choices also have an impact on employment status. The person who chooses an occupation where employment is known to be consistent and stable increases the probability of having work when others do not. Occupational choice may also impact on success or failure. Since people differ in their capabilities, those selecting occupations which maximize utilization of strengths will probably experience a greater degree of success than those who select occupations which make heavy demands upon personal weaknesses. For young people the choice often times is difficult since they do not have experiences to draw upon which help identify their strengths and weaknesses. Occupational choices also frequently determine whether or nor people will enjoy their work. There are many who believe that an occupation must provide for particular personal and emotional needs. If this does not in fact occur, frequently unhappiness or discontent may result.

On a societal level the aggregate choices people make determine where manpower shortages and surpluses occur. When too many people prepare for occupations which are currently overcrowded, human resources are wasted. Conversely, when too few people select occupations where there are labor shortages, some basic societal needs may not be fulfilled. Preparation for an occupation is expensive and, for the most part, publically financed.

In many instances CETA applicants are those who have made inappropriate choices. Frequently they are or were unaware of opportunities that either exist or existed at the time when they made choices. In a work oriented culture such as our own, the failure to "make it" in the world of work usually has a profound impact on all aspects of that person's life including their perception of self-worth.

CAREER CHOICE & CAREER INFORMATION

Career choices are not one-time events. People make choices, not a choice. Career development is integrally related to total life development. This is true regardless of theoretical orientation. People may believe that their career is the means of enacting their self concept or that a career is selected to meet felt or unfelt needs.

Effective career choices involve knowledge about self, knowledge about the world of work and skills in decision-making.

Ideally, for effective career choice a person should know:

(a) what s/he wants out of life;

(b) what s/he wants out of an occupation; and

(c) what s/he has to offer (or is willing to acquire) for what s/he wants.

For optimum effectiveness a person also should know:

(a) what occupations are available to fulfill what is wanted;

(b) what these occupations require; and

(c) what these occupations offer.

This knowledge of self and the world of work must be coupled with sound decision-making skills which enable the weighing of pros and cons and allow for compromise. In addition to the above, there is need to know how to implement the choices made; that is, how to effectively locate job opportunities and how to get a job once located.

Extensive information is required to enact the process described above. The amount of good information the decision-maker has must thus effect the quality of the decision to be made. However, with or without good information people make choices. Research indicates that good information can enhance the choice process, and can lead to greater satisfaction with the career choices made. However, people cannot choose what they do not know.

Obviously, good information by itself is not enough. It must be coupled with knowledge and acceptance of personal strengths and limitations as well as clear thinking about the relative merits and significance of the facts. Knowledge of career information cannot be effectively applied without corresponding knowledge about self. Equally obvious, knowledge of self can only be effectively applied to career choice when something about career information is known.

Career information is particularly crucial for young people. Young people have need of some career information for both exploratory and decision-making purposes. Those youth remaining in school need information to effectively select both careers and training in preparation for those careers. Potential dropouts need information to assist them in becoming aware of the alternatives that remain open to them. Minority and disadvantaged youth in areas of high unemployment need career information to become aware of multiple opportunities elsewhere. The handicapped need information to become aware of the full range of opportunities open to them.

Making career information available to youth through a variety of organizations at a variety of locales may have a positive impact in their overall career development. Without this information it is not likely that the career patterns of youth, particularly those in the special populations, will differ significantly from those of the role models in their locale.

This guide does not purport or imply that good career information alone will guarantee healthy career development or effective career decision-making. Neither does it purport that a good information system can substitute for effective career counseling or guidance. Most people need professional assistance in both learning to better understand themselves and learning effective decision-making skills. These are vital to sound career decision-making. These are the crucial dimensions counselors, and not machines, can provide.

Good career guidance and counseling, like good career decision-making, requires good career information. The newest Dictionary of Occupational Titles lists 20,000 separate titles. Regardless of the number of occupations counselors explore with their clients, adequate personal knowledge of all the vital details of these occupations is beyond any one counselor's personal grasp. Consequently, if adequate career counseling is to be provided, career information systems are needed to augment the counselor's services.

CAREER/OCCUPATIONAL INFORMATION PEOPLE NEED

People have different needs for occupational and career information. Some people need much information, some people track into a career goal very early, others have no idea what they are capable of doing nor how to go about exploring possibilities. The person not knowing what is wanted out of life needs different information than the person who does. Just as obviously, people have different needs for assistance in internalizing the information they receive. Nevertheless, many people have common information needs.

Generally, people need to have basic information on:

(a) the range of jobs open to them;

(b) where and how to obtain information about occupations; and

(c) how to find the job of their choice.

Research indicates that few people are aware of the extensive range of occupations open to them. Likewise, few know where to obtain good information or how to appraise its accuracy and worth. Many more are unaware of the multitude of factors which should be considered in making an occupational choice. And, few are knowledgeable about good job-seeking and getting skills.

This general lack of knowledge about vital occupational information is true for the population in general--the disadvantaged as well as those people not coming from disadvantaged backgrounds, or suffering from unemployment. This is especially true of all youth since they have had little opportunity to gain experience from the world of work. The CETA applicant population is generally economically disadvantaged, and suffers from unemployment or underemployment, or are youth about to enter the labor market. Thus, it is highly unlikely that many CETA applicants, young or old, possess even the limited knowledge of the occupational world held by their more advantaged non-CETA counterparts. For adults, this lack of knowledge about alternatives, openings and employability skills probably is an important factor in their failure to obtain adequate employment. For youth, this lack of knowledge may prevent them from achieving what they otherwise might.

The needs and benefits of information for youth and adults has been well documented. For example, Parnes has found that the extent of a person's information about the world of work is positively linked to measures of success in the labor force.[1] Moreover, a recent school dropout study in Wisconsin reveals that a majority of the dropouts said they left school because they could see no relationship between school and future work. While career information cannot in itself make up for deficiencies in school programming, it can realistically convey world of work information both to young people and to school planners and teachers so that they can better relate education to work. Consequently, career information can benefit students directly and individually as well as indirectly. With adults, career information can assist them in becoming aware of alternatives that they might not otherwise see.

While youth and adults have information needs in common, their needs generally differ as well. Beginning during their early teens, young people are in need of general information regarding occupations for the purpose of exploring alternatives. This information should describe the occupations, show interrelationships among occupations, and detail the training prerequisites for entry. This exploration period should encompass several years. Once young people have completed the exploratory stage and are at the point of making a definitive choice, their information needs parallel those of adults. At these times, they, like adults, need specific information on all facets of the occupations.

Good career information, particularly good career information systems, can meet the diverse and common needs of both youth and adults. However, to do so, the following kinds and types of information must be provided:

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[1] Parnes, H.S. and Kohen, A.E. Career Thresholds: A Longitudinal Study of the Educational and Labor Market Experiences of Young Men, 1-6, R & D Monograph 16, U.S. Department of Labor, Employment and Training Administration, 1977.

1. Descriptive Information About the Occupation
    a. A description of duties or tasks (nature of the work).
    b. A description of special tools, equipment, or instruments used on the job.
    c. Identification of other occupations that have similar skill or knowledge requirements (skill transferability). Information on related occupations or job families.
    d. Opportunities for promotion or career advancement (career ladders or lattices). Information on hiring channels (how the job or occupation can be obtained).
    e. Working conditions (e.g., indoors or outdoors, work week and schedules, and working conditions such as stress, physical settings, safety, etc). Information on the work environment that is related to the occupation (e.g., kind of supervision or people in the work situation, organization structure, etc.).
2. Requirements of the Occupation
    a. Personal requirements: Interests, aptitudes, abilities, and physical qualities that can be related to characteristics of the occupation (e.g., requirements for lifting, working with detail, ability to see results of work, etc.).
    b. Preparation requirements:
        1) general education
        2) school subjects or courses of study
        3) special training or education
        4) work experience
    c. Other requirements:
        1) licensing or certification information
        2) information on associations or unions
        3) information on examinations that may be required
        4) information on special requirements such as citizenship, language, etc.
3. Economic Information About the Occupation
    a. The number of workers in the occupation and related data--industry employment, geographic distribution, self-employment, etc.
    b. Descriptive outlook information, including projections of demand, supply, relationship between supply and demand, and factors that affect outlook (technological, economic, or demographic). Information on major sources of supply (e.g., apprenticeships, on-the-job training, or specific kinds of training). Opportunities for certain groups (e.g., special hiring programs for minorities, training program graduates, etc.).

   c. Information and data on earnings (beginning earnings, average earnings, and ranges).
   d. Information on fringe benefits (vacations, insurance, etc.).
   e. Information on costs to workers (union membership, tools and equipment, etc.).

4. Related Information About the Occupation
   a. Information on education and training locations.
   b. Information on financial aid and assistance.
   c. Information on conducting a job search.
   d. Information specific to the needs of special populations (disadvantaged, handicapped, minorities and women).

INFORMATION TYPES & FORMATS

Career information is extensively available today in a variety of types and formats. The formats range from the printed page to audiovisual materials such as video cassettes, films, filmstrips, records and audiotapes. The National Vocational Guidance Association has developed a system for classifying the various types of occupational information. These include: (1) Career Fiction; (2) Biography; (3) Single Job Information; (4) Job Family Information; (5) Jobs in Specific Business, Industry, or Services; (6) Recruitment Literature; (7) Orientation---World of Work; (8) Special Groups; (9) Bibliography; (10) Directory; (11) Financial Assistance; and (12) Other Types. Each of these types is briefly described below.

Career Fiction. An occupational description portrayed through characters in a short story or novel.

Biography. Career information presented via biographical materials consists of the real life account of a person as he or she prepares for and advances in a specific career.

Single Job Information. Consists of information covering a single occupation. Usually it consists of an occupational "brief" of several pages which is presented for exploratory purposes.

Job Family Information. Consists of information on a field of work consisting of numerous related occupations such as "classroom science," etc.

Jobs in a Specific Business, Industry or Services. This consists of information on the occupations represented in a specific industry, business or service.

Recruitment Literature. This consists of information designed to recruit or attract people to a particular field or career.

Orientation--World of Work. This consists of information developed to assist people in making occupational choices.

Special Groups. This consists of information specially designed for specific groups such as the handicapped, disadvantaged or women.

Bibliographies. Consist of listings of books and materials dealing with career and occupational information.

Directory. Consist of lists of institutions offering education and training for occupations or careers.

Financial Assistance. These consist of sources of information on the provisions of financial assistance for career or occupational training or education.

Other Types of Publications. This includes other diverse occupational and career information including such things as posters, reports, charts, etc.

The great bulk of occupational information is provided in printed form regardless of the media in which it is presented. Some printed materials are provided on microfilm cards, others on computer cathode-ray terminals or printouts but most is presented in pamphlets or books. Regardless, most of the printed materials cover the same basic topics with the same primary objectives--to describe an occupation or group of occupations. What differs is the order in which items are presented and the emphasis on particular topics. Beyond the primary objective of description, objectives differ according to the producer. Some develop materials for profit, others for public relations and still others to recruit or attract top candidates to the field. These secondary purposes impact on the emphasis of topics presented.

In addition to printed materials, there is an increasing number of audiovisual sources of occupational information available. These include audio and videotapes, films and filmstrips. Like printed materials, audiovisual information generally covers the same topics and is produced for the same basic purposes. Access to these materials is available through commercial vendors as well as through publicly funded programs of career information.

There appears to be some evidence that it is important to have materials of several types and formats because of the varying interests and ability levels of young people. For example, audiovisual materials have been demonstrated to attract more interest on the part of those young people with poor reading skills. Similarly, the interactive nature of computerized information systems with their content and search flexibility appears to stimulate use particularly during the exploratory process.

Specific listings of a variety of career materials can be obtained from:

(1) State Departments of Education,

(2) Job Service Offices,

(3) Vocational Rehabilitation Offices,

(4) National Book and Educational Material Vendors,

(5) Professional Education Associations, both state and national, (e.g., American Personnel Guidance Association - APGA; American Vocational Association - AVA; National Career Education Association),

(6) Labor Unions and Business Associations (e.g., AFL-CIO, National Alliance of Business),

(7) Existing career and occupational information systems.

INFORMATION STORAGE & RETRIEVAL

The method of information storage directly effects usage. How materials are stored determines how they will be accessed. Materials can be stored or filed in a number of ways: (a) alphabetically; (b) by subject; (c) by interest; (d) by industry; (e) by employer (f) according to geography; (g) by a code or numerical system; or (h) by any combination of the above.

Each of the above methods has both strengths and weaknesses. There is an axiom that the more complicated the system, the more likely it will require staff to assist others in its use. Yet simple filing systems present other problems. For example, an alphabetical system is simple and readily expandable, however, it does not allow for the grouping of related occupations. Moreover, an alphabetical system may become unwieldly once it is expanded and require numerous subdivisions with occupations.

Those deciding on developing their own filing system or adapting one of the coded or numerical systems should review the pros and cons of the different methods. These can be found in any text on the Information Service (see bibliography).

Regardless of what filing, access, and retrieval system or systems adapted or purchased, it should at least: (a) be easy to use; (b) be expandable; (c) be adaptable; and (d) allow for ready access to related occupations, employers and industries.

As an alternative to developing filing and access procedures, potential users should consider the feasibility of purchasing an existing system. Most systems have a variety of built-in access strategies and offer other advantages which frequently offset higher costs.

PROBLEMS & INNOVATIONS IN STORING & USING INFORMATION

With changes occurring in the marketplace at an accelerating pace, an up-to-date picture of the world of work is difficult to obtain. The almost daily advent of new occupations and the elimination of old ones creates special problems in keeping a traditional library of books and pamphlets on the occupational world current. The time required to develop, print and distribute printed documents often results in their being outdated before they are available for widespread use. Moreover, the sheer magnitude of information which is pertinent to career exploration and choice has reached such proportions that normal printing and storage is becoming less and less feasible. In addition, printed pamphlets and books must be distributed widely to be cost feasible. This means that the information these contain must be national in scope at a time when much of the most pertinent data needed by individuals is specific to the locale. The above facts coupled with the fact that current generations are becoming less oriented to printed media has led to considerable efforts to provide alternative career information delivery systems.

These delivery systems attempt to solve the problems cited above by utilizing modern technological innovations. Norris, Zeran and Hatch classify these technological innovations into two groups: (a) computer technology; and (b) multimedia techniques. The multimedia techniques include those they refer to as "gaming" and those they refer to as "Mechanical Devices." Gaming includes simulation, role playing, etc. as a means primarily of motivating people to consider their career development and explore alternatives. Mechanical devices include such things as sound filmstrip series, microfilm cards with readers, and needle sort systems. Most of the mechanical systems have been designed to promote either systematic exploration or decision-making. Those interested in previewing either the gaming techniques or mechanical devices can usually obtain sample materials from commercial publishers or from guidance and career education consultants with the state educational agency. Many state educational agencies produce a microfilm needle sort or other mechanical system for distribution to state schools.

Computer technology provides the most viable technological alternative to libraries of books and pamphlets. The computer can provide: (a) almost unlimited storage of information; (b) multiple access strategies; and (c) near immediate access to information. In addition, computer technology allows for interactive use by clientele thus making the exploration process potentially appealing. Computer memory banks also allow for easy modification and updating. This holds the potential for increasing the accuracy of information available to users.

Those agencies which either have or might obtain funding should seriously consider the purchase of a mechanized or computerized system. The cost can be offset by the advantages such systems provide both staff and clientele. However, since systems differ in merit as well as cost, those considering purchasing or adapting should closely evaluate all components of various systems.

Existing career information systems abound under the auspices of a variety of agencies both public and private. Commercial vendors have developed a large quantity of career information materials, some of which have been organized into what they call systems. Other commerical vendors have developed career information systems which catalog and retrieve information. Publicly funded programs for career and occupationally related information have developed in a number of ways. Currently nine states have received Dept. of Labor support for comprehensive career information systems. At the same time, the Dept. of Labor has funded the development of more specialized systems, some of which are known as Job Match and Job Search. In the public domain, federal funding has produced a number of incentives for career information. Legislation providing for CETA, YEDPA, Career Education Incentive Act, Educational Information Centers, Vocational Education and NOICC-SOICC's has produced a number of programs.

While turfmanship and competition in the private vendor domain is to be expected, it is equally existent in the public domain where various programs operators are only cognizant of their system. On the other hand, there are also many cooperative working arrangements between private and publicly funded programs as well as consortiums of publicly funded programs. In most instances, these cooperative ventures have proved to be successful and beneficial to all participants. Consequently, various kinds of cooperative arrangements should be explored before arbitrarily choosing or eliminating a career information component or system on the basis of who owns it.

EVALUATING AND SELECTING CAREER INFORMATION MATERIAL

While there is an abundance of career information available, much of it is obsolete, inaccurate or biased. Consequently, before information is provided to those requiring it, it should be evaluated both for quality and appropriateness for the clientele with which it will be used. Much of the career information available has been evaluated by committees of the National Vocational Guidance Association. These committees evaluate the materials according to both type and format. To assist these committees, as well as others who seek to prepare or evaluate career information, the NVGA has developed Guidelines for the Preparation and Evaluation of Career Information. These guidelines establish specific criteria for producing or evaluating the content, style and format of each type of information. Potential users of career information should become familiar with these guidelines.

Potential users of materials should initially pre-screen and evaluate materials for themselves. Materials that pass pre-screening should then be further checked by consulting the NVGA Bibliography of Current Career Information. This bibliography contains the NVGA committee ratings of each type of information. This bibliography is published every two years and is augmented in the interim by ratings published in the Vocational Guidance Quarterly. In rating the materials each is classified as either: (1) highly recommended; (2) recommended; (3) useful; or (4) not recommended.

Criteria for evaluating career information material

To initially screen materials potential users should ask some very basic questions:

(1) What information is presented?

(2) Why was it produced?

(3) Who produced the information?

(4) When was it produced?

(5) Where was the data obtained?

(6) How was the information gathered?

(7) How is the information presented?

What? The "what" of production involved basic issues regarding the content of the information. Career and occupational information can be used for basically two purposes--exploration and decision-making. Information materials designed to promote exploration need not be as detailed or as specific as those needed by the person deciding on a job or training program. Nevertheless, both types should contain information on each of the following topics: (a) the nature of the occupation; (b) the work performed; (c) the work setting;

(d) potential personal rewards; (e) entry requirements; (f) advancement possibilities; (g) outlook for future; (h) related occupation; (i) licensing or membership requirements; and (j) personal qualifications needed for success.

Why? The "why" of production deals with the purpose of the information. Some information is developed for recruitment or entertainment, while other information is written to present relevant facts as accurately as possible. If the materials were developed with even the secondary purposes of public relations or recruitment, those pre-screening the information should check it out further to make sure that it presents a well balanced and unbiased picture of the occupation.

Who? The work of scholars is likely to be more complete and to provide more accurate information than, for example, the U.S. Army which may be biased toward recruiting members. The production of occupational information is demanding work requiring specialists. Materials not indicating sponsors and qualifications of those doing the research should be rejected.

When? "When" is a very important question. Technology can quickly and drastically change the marketplace and worker skill requirements. Referring people to outdated information could have undesirable consequences. Consequently, all materials should have the date of publication given. Much material that is in pamphlet or book form is already three years old by the time it is published. Materials with a publication date more than two years prior should be either rejected or crosschecked for changes in the occupational requirements.

Where? Where the research was done and data gathered are also important. Much so-called national information is based on research done only in several metropolitan areas. Such information may be highly misleading to rural clientele. It is important to make sure that if the information is claimed to be national in scope that the research on which it was based was national.

How was it produced? How the information was developed, compiled and collected is also important in determining its accuracy. The methods used in garnering the data should be provided. The materials should be authenticated either by recognized experts or by obviously appropriate research studies.

How is it presented? Of equal importance is the way in which the material is presented. If the information is reading material and is to be used for exploratory purposes, the appropriateness of the reading level must be determined. Research has indicated that the great bulk of printed occupational information is written at reading levels above those of the clientele for whom the material is intended. Thus, at least one of the reviewers should be able to utilize a "reading-ease" formula to assure that the materials selected are appropriate to the reading level of clientele who will use it. The information should also be interesting in form. If it is dull and drab it is not likely to be used. It should also be free from sex, racial and white-collar bias.

Those working with young people should be particularly cognizant of the critical nature of the who, what, where, why and how questions. Young people do not have the experience base from which to individually evaluate materials as they use them. Being at an impressionable point in their lives may lead many of the young users to build false expectations from biased or recruitment materials. To paraphrase a statement Robert Hoppock once made, "sending a young person to explore unevaluated career materials is like sending that person to a drugstore to fill his or her own prescription."

The need to evaluate materials before having young people use them does not mean that they should be excluded from the screening and evaluation process. A panel of young people from diverse backgrounds with differing interests could be trained in evaluation techniques. This might help assure the selection of materials which attract use as well as provide those involved with a more in-depth knowledge about the complexity of the world of work.

Criteria for Selecting Materials

Once materials are evaluated, the next step is selection. The agency can select either a diverse combination of materials or a single source of materials. Criteria for selection are contingent upon the goals, needs, interests, & budget of the agency. Each of these should be considered in light of the population to be served. Consequently, the following criteria for selection are offered only as a general guideline.

The materials selected should be:

(a) accurate;

(b) representative;

(c) attractive;

(d) keyed to the interests and abilities of clientele; and

(e) cost effective.

Accurate The major criterion in selecting materials is accuracy. Regardless of how attractive or inexpensive materials may be they should not be used if they are not accurate. Unfortunately, good career information is not easy to come by. Just as unfortunately, poor career information is abundant. Much of the available career information is biased, based upon poor research, and outdated. Printed career information, even when based upon the latest research, is usually at best three years old by the time it is available for acquisition or purchase.

Frequently those not knowledgeable about the pitfalls of available information are reluctant to purchase information systems because much career information is provided free of cost. Also, most free career information is not free from bias. Much of it is developed for recruitment or purposes other than providing the best information possible.

Representative Regardless of the scope of a school's or agency's services, the materials selected should include representative groups of occupations. These should cover the most common occupations in the world of work, current entry fields, and the fields of work in the locale and region where the agency or school is located. Particular emphasis should be given to assure a balance between entry level occupations for youth as well as occupations requiring advanced education or experience.

Attractive Appearance, particularly of reading materials, is an important factor in encouraging use by clientele. Materials that are drab, overly technical or scholarly are unlikely to be widely used. Consequently, illustrations, covers, writing style, size of print and so on should be considered when selecting materials. For youth, the materials should appeal to and identify with that age group.

Keyed to Interests and Abilities of Clientele If materials are to be used with youth for exploratory purposes, it is important that information is included on those occupations which interest the clientele. Including such materials will assist in attracting use even if the "interesting" occupations are not feasible for most of the clientele. Of equal importance in assuring use is the suitability of materials to the ability levels of the clientele. If they can't read it, they are unlikely to use it. Therefore, those selecting materials should have a clear conception of both the interests and reading levels of clientele.

Cost Effective For most agencies, cost must be a consideration in selecting materials. However, cost alone should not be the deciding issue. A wealth of pamphlets and booklets can be obtained at little or no cost. Therefore, cost should be weighed against effectiveness. The dollar cost of a more expensive material may be offset by savings in staff time. Likewise, the ease of accessing information from more costly materials may assure much wider use by clientele.

EVALUATING AND SELECTING A CAREER INFORMATION SYSTEM

As mentioned previously, career information systems are more than an amalgam of diverse information on the world of work. These systems can be mechanized, computerized, exclusively books and pamphlets, or any combination of these. Regardless, systems consist of coordinated and interrelated parts. Good systems have at least three components: (a) information; (b) delivery; & (c) user services.

Below, each of these components is briefly discussed. Additionally, information is presented on system organization and on limitations of systems. Presented with the discussion are points which those interested in selecting an information system should consider on evaluating the merits of the system.

Information Component

Some systems deliver information in a very sophisticated manner. However, regardless of the sophistication of delivery, an information system is only as good as the information it delivers. Obsolete or misleading information attractively delivered may do more harm than good. Consequently, the first thing a potential user of a system should do when considering adoption or purchase is evaluate the information the system delivers. In evaluating the information, potential users should employ the same guidelines (see above) they would use if evaluating any career materials. When evaluating information in a system, potential users should take extreme care because it is much less easy and much more costly to change a system than a book or pamphlet. When evaluating the information component of any career information system it is important to involve the potential users in the evaluation. If youth are to be a primary target group, then the information component of any system should be evaluated by involving youth in the process.

Delivery Component

A good delivery component, whether computerized or not, provides more than availability for use. It must also attract use, be easily operable, be adaptable for various uses and be consistently dependable in operation. Likewise the potential user population should be involved in the evaluation of the delivery system. For example, if disadvantaged youth are a major audience and a test run on the system shows it to be complicated or unattractive to them, an alternative system should be considered. In essence then, a good delivery system is:

(a) accessible

(b) attractive

(c) user operable

(d) adaptable

(e) reliable.

Accessible Accessibility refers to appropriate availability. To rate high on accessibility a system should:

(a) enable users to use it throughout the day,

(b) be useable and available both before and after regular hours,

(c) be capable of being centrally located,

(d) provide for confidential and non-conspicuous use.

Attractive Attractiveness refers to the appeal of the system. Attractiveness is particularly important for promoting career exploration. Also, the attractiveness of a system greatly affects the attention span of the user. A system that is attractive to young persons will be much more likely to hold their attention for a longer time. This is especially important when working with students of low motivation or interest since their attention span is often short and their concentration is easily diverted. To rate high on attractiveness the delivery system should:

(a) be aesthetically appealing,

(b) deliver information at a level appropriate to the clientele,

(c) delivery information in an interesting style with visually appealing print, illustrations and charts. Printing should be legible and easy to read.

User Operable User operability refers to the ease with which the system can be used by those who have need of the information. To rate high on user operability, a system should:

(a) enable users of varying abilities to have access to desirable information without assistance,

(b) provide instructions for use which are easily understandable by users of varying abilities,

(c) provide structured access procedures which promote users' understanding of key occupational and labor market information,

(d) permit the user to gain direct access to desired specific information without being required to proceed through structured access procedures,

(e) permit the user access to any information in the system.

Adaptable Adaptability refers to the capability and ease with which the system can be modified for effective use both in a variety of locales and with users having different needs. To rate high in adaptability a system should:

(a) employ more than one medium to deliver desired information,

(b) provide the means for integrating the information with interests, values, and abilities,

(c) permit use both for career exploration as well as for career decision-making,

(d) provide interesting legible summary copies for future reference by users,

(e) be expandable & have the capability of being easily updated,

(f) be capable of being tailored to local needs.

Reliable Reliability refers to the dependability of the system. To be rated high in reliability a system should:

(a) have a demonstrable record of consistent operation,

(b) use standard equipment widely available,

(c) tolerate hard use,

(d) if an electronic system, have a backup system to be used during "down time" or updating,

(e) not require extensive periods of time for modifications or updating,

(f) if mechanical or electronic, have staff available to assist in solving the system's problems,

(g) have repair parts readily and easily available.

User Services Component

User services are the support services provided to users by the organization or agency which has developed or markets career information in a systematic manner. User services are vital for a number of reasons. First, most systems can be used in a variety of ways either directly by those needing the information or by those having responsibility for assisting others achieve career independence. Without training in how to use the system it is unlikely that it will be used to its full capability. Additionally, many counselors and staff have not had pre-service training in appropriate use of career information with their clientele. Inappropriate use by them may negate much of the potential benefits young people can derive from a good information system. Consequently, at least some of the staff at most agencies or schools need assistance in learning how to use career information effectively in helping individuals experiencing problems.

User services staff, even of a good system, cannot be expected to provide agency staff with in-depth training in the use of career information. However, a good user services staff at a minimum should provide:

(a) staff training in use of the system,

(b) consultation on effective ways to utilize career information in the organization,

(c) orientation to the weaknesses and limitations in the system as well as strengths and benefits,

(d) orientation to the kinds and amount of information youth and adults can effectively absorb in work sessions with a career information system,

(e) ongoing consultation and surveying of staff and users to determine information needs,

(f) consultation with staff prior to program modifications or updating,

(g) ongoing in-service to staff as modifications and updates are made.

Organization & Sponsorship

In addition to evaluating the user services provided, those interested in implementing or utilizing the service of information systems should examine the organization sponsoring and/or marketing the system. A fundamental point to consider is the purpose for which the organization is in the business of providing or selling career information.

Since it is costly to develop or adopt a career information system, particularly if computerized, the stability or potential stability of the organization as well as ongoing or projected efforts to improve the system and reduce costs should be examined. Questions to ask regarding the organization include:

(a) How is or will the organization be structured?

The organization should include representatives of both producers and users of career information. If it does not it is important to find out why not.

(b) Where is or will the management of the system located?

If users are to receive optimal service as well as impact on policies, the management of the organization should be within the geographical region served.

(c) Does or will the system have a manager or director?

The system should have a qualified director to provide leadership to the system and liaison with member organizations and other agencies.

(d) How is or will the system be governed?

The organization whould have by-laws and formal agreements with participating agencies.

(e) Does or will the sponsoring organization engage in inter-agency cooperation to maximize quality and minimize cost?

Cost can be reduced through multiple agency use. Thus, it is important that the organization is making ongoing efforts to solicit inter-agency use and cooperation.

(f) How is or will the sponsoring organization funded?

Some systems are provided with funding through grants during the initial periods of development. It is important to know how long outside fudning will be provided, how costs will be affected once funding has ceased, and when state and local funding arrangements will be developed.

(g) How long has the sponsoring organization been in existence? Is the organization stable? If new, how likely is the organization to be stable?

The length of time an organization has been in effect is some measure of its stability. It is crucial to determine whether or not the system has a high probability of continuing before investing scarce monies and staff time.

(h) Does or will the organization have a broad base of diverse users?

A broad base of diverse users will help assure continuation of the system. Diverse users can more readily exert political pressure to continue public funded systems.

(i) What is or will be the cost of the system per site? per user? Is there a probability that this will increase or decrease in the future?

Cost per user relates directly to funding sources, the ongoing efforts of the organization to obtain inter-agency cooperation, and the growth pattern of the system. With computerized systems, cost per user should decrease as the user population grows unless support funding is withdrawn.

Since computerized systems are infinitely more capable of delivering comprehensive career information, a CETA prime sponsor, state educational agency, state rehabilitation agency or state Job Service office should consider the above points in relation to the potential for a coordinated effort among these agencies. The model for this, the nine career information systems currently funded by DOL, has been adopted by the National Occupational Information Coordinating Committee (NOICC) as the standard for future systems' development. The continuation of this program concept is a major activity of NOICC.

Limitations & Cautions

Regardless of how good the information in the system is relative to other information services, no body of career information is completely accurate. All information is generalized, it is based on averages derived from various job sites in various locales. Working conditions, wages, and so on vary from locale to locale, job to job, plant to plant. For example, on the whole, secretaries travel less than salesmen, but in some companies the converse may be true. Thus, some facts in information systems are only relative or normative facts. Other "facts" in information systems are not facts at all, but judgments or inferences made from other facts. For example, almost no research has been done to determine personality requirements for specific occupations. With current tools such research is difficult at best. Yet occupational information systems invariably cite particular personality traits as important for certain occupations. Systems which do not provide in-service for users and staff on the weaknesses as well as merits of the information component may foster misconceptions about the world of work and thus subsequently distort the choice process.

A final consideration in examining systems involves claims made by the system about the system. If the system professes to be a career guidance system, or if claims are made that it can fulfill the organization's total career development responsibilities, potential purchasers should be immediately skeptical. Most systems provide good information and excellent access strategies for those desiring to narrow down career choices. Most systems are weak when it comes to promoting career exploration, or expanding the career awareness of users. In either case, more is needed than information itself. As stated previously, good career information is necessary but not sufficient for good career decision-making. Decision-making also requires skills in self assessment and the decision-making process. Assistance in these aspects of the choice process cannot be effectively provided by machines. The same holds true for career exploration. Staff mediation in using the system is usually necessary to assure that users employ the system to explore and not prematurely narrow their choices. This is especially critical when dealing with youth since their experience base is small and their decision-making skills are untried. Staff involvement is essential to avert selection of over-simplified decisions vs. a more complicated decisioning process, i.e., a staff person may be able to use information to explain the more complicated concept of a career lattice vs. the student identification of a simple career ladder.

Examining various systems using the questions cited above should enable interested parties to select a system to fit their needs. However, if it is determined that purchase or adaption of an existing system does not fit the needs of the agency it may be possible to organize and implement a more appropriate system. Below is a brief presentation on some systems which meet the criteria cited above as well as some points to consider in organizing and implementing a new system.

IMPLEMENTING/ORGANIZING A SYSTEM

Since the early 1970's, the U.S. Department of Labor has funded the development of state-wide career information systems in nine states--Alabama, Colorado, Massachusetts, Michigan, Minnesota, Ohio, Oregon, Wisconsin and Washington. These systems compile, appraise, format and deliver information that is produced through the efforts of federal, state and local agencies. Thus, they deliver National and State and localized career information. In each consortium this information is updated on a regular basis.

These consortiums also are responsible for delivering the information to users through a variety of access and dissemination strategies. Access strategies include structured search processes that list occupations related to a variety of variables, interests, values, abilities and so on. Dissemination of information is provided through diverse media including at least computers and printed materials. Delivery standards include:

(a) independent user operability,

(b) accessibility--systems should be accessible throughout the agency's regular scheduled day, and

(c) varied media must be provided.

Cooperative policy-making boards govern each system. These boards include representatives from producers such as the state's employment service, the state's education system, local employer and labor groups, and users such as education, manpower training, and social service agencies.

Each consortium is required to provide services to agencies using the system. The user services staff of each system is required to provide training and trouble shooting for each user agency. They are also required to publicize the systems, negotiate contracts with user agencies and evaluate the delivery system components.

Agencies in states where consortium systems already exist should investigate the possibility of joining these systems. Agencies, especially state CETA organizations and prime sponsors, which are not located in states with a career information system, may be able to help establish a system in their state. The first step to complete in preparing to organize a system is to determine the needs of potential user agencies and organizations. Contacts should be made with the state employment service, the state department of

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education, offices of higher education, the State Occupational Information Coordinating Committee, the State Educational Information Center, other Prime Sponsors, and state social service organizations such as vocational rehabilitation. In each case, the best contact person initially is usually the head of the agency. S/he can make references to others who can provide the specific data needed with respect to interest in inaugurating a statewide career information consortium. Gaining widespread cooperation is critical since the cost of a system for any single agency may be prohibitive. Multiple agency use can lead to a per user cost lower than that for much less useable information systems.

If cooperation seems possible, a second step involves inventorying existing resources. Critical resources include existing computer and other media networks as well as personnel already involved in either information development or dissemination. Inventorying resources also holds the potential for identifying additional support and user groups. For example, existing computing centers often have equipment which is under-utilized. Computer centers may see providing career information as a means of adding to services and thereby increasing cost efficiency.

If developing a system seems feasible, the next step involves acquiring financial assistance. At least a year of funding is needed at the onset to defray start-up costs as well as provide support during system establishment in user sites. Once established, user fees can be assessed to support the system. Funds for initial development of information systems are potentially available from a variety of sources. Sources include, but are not limited to:

I. Comprehensive Employment and Training Act (CETA) Funds.
  a) State and local CETA prime sponsors
  b) Special governor's set asides and discretionary funds.

II. Education Funds
  a) State and local education agencies
  b) Federal Education funds
    1) Administered through the State vocational education agency.
    2) Career Education office -- funding is available at the State or National level.
    3) Elementary, secondary, and higher education funds

III. The Employment Service

IV. The National Occupational Information Coordinating Committee (NOICC) --discretionary funds and special grant program

NOICC - Career Information System Incentive Grants.

The National Occupational Information Coordinating Committee (NOICC) has officially adopted the Career Information System of the Department of Labor as the standard concept for encouraging the development and use of occupational information for career choice and job search purposes (the nine previously mentioned Department of Labor funded programs). In adopting this concept it is the intention of NOICC to continue to encourage the development of career information system consortiums in all states through a series of incentive grants which will be made available in mid-1979. These grant will focus on fostering implementation of systems in states which have not already received money from the Department of Labor for this purpose.

SOURCES OF ASSISTANCE

Those interested in either developing or adopting a computerized system would do well to contact others who have experience in computerized system organization and implementation. State directors of the existing systems can provide initial help. A list of names and addresses follows.

State-wide Information Systems' Consortium Directors for nine DOL-funded states

ALABAMA — Contact Person:
Dr. Charles Graves
Executive Director
State of Alabama
Occupational Information System
First Alabama Bank Building
901 Adams Avenue
Montgomery, Alabama 36130
205/832-5737

COLORADO — Contact Person:
Ms. Pauline A. Parish
Director, Colorado Career Info. System
University of Colorado
Willard Administrative Center, Rm. 7
Boulder, Colorado 80309
303/492-8932

MASSACHUSETTS — Contact Person:
Dr. Thomas Welch
Director
Massachusetts Occupational Information Syst
60 William Street
Wellesley Hill, Massachusetts 02181
617/237-2942

MICHIGAN — Contact Person:
Mr. Joseph McGarvey
Michigan Occupational Information System
State Department of Education
Box 30009
Lansing, Michigan 48909
517/373-0815

MINNESOTA — Contact Person:
Mr. James R. Spensley
Executive Director, Minnesota Occupational Information System
Minnesota Higher Education Coordinating Commission
670 American Center Building
160 East Kellogg Boulevard
St. Paul, Minnesota 55101
612/292-6900

OHIO Contact Person: Ms. Deborah Gorman
Chief, Career Information System
309 Fourth Street
Columbus, Ohio 43216
614/466-8987

WASHINGTON Contact Person: Mr. Elton Chase
c/o The Evergreen State College
Science Laboratory Building 2
#1254
Olympia, Washington 98505
206/866-6740

WISCONSIN Contact Person: Dr. Roger Lambert
Executive Director
Wisconsin Career Information System
Wisconsin Vocational Studies Center
964 Educational Sciences Building
1025 W. Johnson Street
Madison, Wisconsin 53706
608/263-2704

OREGON Contact Person: Dr. Bruce McKinlay, Director
Career Information System
247 Hendricks Hall
University of Oregon
Eugene, Oregon 97403

Two additional states developing CIS with local resources:

CALIFORNIA

Mr. James Stubblefield
Director
Project Eureka
Diablo Valley College
Pleasant Hill, California 94523

NEW YORK

Dr. Peter Mollo
Office of Educational Statistics
Board of Education
City of New York
110 Livingston Street
Brooklyn, New York 11201

More in-depth consultation can be obtained through the National Occupational Information Coordinating Committee (NOICC), the Department of Labor Employment and Training Administration, or the Association of Computer Based Systems of Career Information (ACSCI).

The contact person at NOICC is:

Mr. Russell Flanders
Acting Director
National Occupational Information Coordinating Committee
Riviere Building, Room 801
400 Maryland Avenue
Washington, D.C. 20202
202/653-7000

For further information contact:

Department of Labor
Employment & Training Administration
601 D Street N.W.
Washington, D.C. 20213

The contact person at ACSCI is:

Mr. James Spensley
President
Association for Computer Based Systems
of Career Information
670 American Center Building
150 E. Kellogg Boulevard
St. Paul, Minnesota 55701
612/296-6962

Agencies not interested in adapting or developing a computerized career information system but nevertheless interested in other types of systems or materials should consult guidance directors with state departments of education. The state department may have already developed mechanical or library materials specific to the state. If not, the guidance director should be able to assist in locating materials with probable value in the state or region. These can then be further evaluated for agency use.

One important topic not covered in any detail above deals with techniques and procedures for using information with individuals presenting particular career exploration or decision-making problems. If agency staff plan to use career information while working with individual clients they should be trained in its proper use. The state department of education's vocational guidance director can provide some assistance as to where staff in-service training can be obtained. Other sources of assistance include staff in guidance departments of colleges and universities or local high school vocational guidance counselors.

Assistance with information on entrance occupations and occupational openings in the state can be obtained from the state Job-Service. Each state Job Service has specialists in occupational research and information development.

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REPORT ON JOINT DHEW/DOL YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT WORKSHOPS

Office of Youth Programs

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I. SUMMARY OF DHEW/DOL WORKSHOPS ON YOUTH

I. SUMMARY OF DHEW/DOL WORKSHOPS ON YOUTH

A. Introduction

One of the major goals of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977 is to improve the linkage between employment, training, and education services available to youth. Local education agencies (LEAs) and postsecondary institutions have been involved in employment and training programs to some extent since the 1960's through the Neighborhood Youth Corps (NYC) in-school and summer work experience programs of the Economic Opportunity Act (EOA), as well as programs authorized under the Manpower Development and Training Act (MDTA). YEDPA, however, goes beyond questions or issues addressed in earlier legislation to those which have not been broached to any significant degree previously, e.g., the development of a partnership through special agreements between LEAs and CETA prime sponsors, and the awarding of academic credit for competencies derived from work experiences gained under the new youth programs.

To facilitate accomplishment of this major goal, a series of five Regional CETA/LEA workshops were convened during December 1977 and January 1978 for the purpose of providing guidance and information to CETA prime sponsors and LEAs on their new roles mandated by the YEDPA and in assisting them in the development of these new institutional linkages. The workshops were designed to aid the formulation of CETA/LEA agreements as required in section 343(d)(1) and (2) of the Act, which governs in-school programs under the Youth Employment and Training Program (YETP). The law states that a minimum of 22 percent of the prime sponsors' YETP allocation must be expended for programs operated through CETA/LEA agreements.

Specifically, the goals of the workshops were to: encourage prime sponsors, LEAs, and other community agencies to collaborate in helping young people; maximize the number of LEAs making agreements with prime sponsors; provide an environment conducive to frank exchange of data and information between prime sponsors and LEAs; and finally stimulate the development, adaptation, and spread of better quality career employment experiences for young people, including the design of projects which arrange for provision of academic and/or other credentials which would be helpful for career access and advancement.

B. Background

Planning and designing the workshops were carried out jointly between the Department of Health, Education, and Welfare (DHEW) and Department of Labor (DOL). Each workshop spanned 1-1/2 days. The major activities included four seminars in the following areas: Academic Credit, Career Development, Work Experience, and Implementing YEDPA. The workshops were held across the nation in Dallas, Texas; San Diego, California; Boston, Massachusetts; Atlanta, Georgia; and Cincinnati, Ohio. The attendance in each ranged from 180 to 242, resulting in approximately 1,000 prime sponsor and LEA staff benefitting from the workshops. Except for the seminar on Implementing YEDPA, each had two facilitators---one representing DHEW and one DOL. A series of questions were designed for the participants to discuss in these seminars using the Phillips 66 approach. This strategy---a small group participatory model---served as an information sharing mechanism for the participants.

C. Seminar Summaries

Following are highlights and concerns that were raised in each of the four seminars.

1. Academic Credit. This seminar focused on questions and program designs prime sponsors and LEAs should address in granting credit for competencies derived in programs under YEDPA. Overall, it was the consensus that (academic) credit should be awarded to youth in the program. However, it was pointed out that the awarding of academic credit is a highly structured activity which is often determined by State and local laws. There are approximately 16,000 LEAs and each one has a different approach to the awarding of credit.

   Academic credit for nontraditional educational activities is an area that has been and is still receiving much consideration by educators and noneducators alike. It was pointed out strongly that this fact must be taken into consideration.

Academic credit was generally defined as "credit that would be applicable to high school graduation." It was defined in the broad sense of the term. The issue then is under what circumstances or how can the awarding of academic credit be accomplished? What should be the role of the LEA and the prime sponsor in this area? It was felt by most that the two parties would have to jointly decide on this and that they must consider some important issues. It is important to note that any arrangements for credit toward graduation for experiences under CETA should be integrated into the structures already established to handle such programs. Existing mechanisms can be adopted. YEDPA should not set up separate systems apart from the educational system.

The groups felt that there was no problem in granting credit as such, but agreed that the LEAs must be responsible for attendance and students' progress. Wherever and whenever credit is to be given, competencies must be preidentified and it was generally agreed that prime sponsors are not in the position of certifying competency.

The competencies required and the kinds of credit generated should be part of the contract between the LEA and the prime sponsor. The amount of credit given for competencies rests with the LEA.

Local school districts set the number of credits required for graduation. Even though academic credit could be given, in most instances no procedures for providing academic credit for work under YEDPA have been negotiated with local school boards. Cooperative education, work experience education, and vocational education, in certain areas of the nation, have procedures for granting academic credit after training, if the training is based on an agreement where responsibilities are described for the local education agencies, for the young person involved, and for the prime sponsor. The emphasis should be on developing quality programs in which certain competencies are developed. If a program can meet such standards, the awarding of credit should be no problem. If the training in Youth Community Conservation and Improvement Projects (YCCIP) is make-work-type jobs, it would not be suitable for academic credit and no one should expect a youngster to receive academic credit for clean-up programs.

It was generally felt that there is a problem relating established State and local requirements for academic credit to competencies that a youngster will find in the world of work. Competencies in several States are a matter of law and there is very little flexibility in defining these competencies. Each group reiterated that it was the responsibility of the LEA to decide the credit and its appropriateness as it applies to high school graduation, diplomas, or certificates of completion.

In terms of academic credit for work experience, it was noted that some States frown upon simultaneously paying dollars and awarding credit; that is, the schools are opposed to giving both money and credit for work experience. In Utah, the only credit that can be given for work experience is that which is supervised by certificated personnel.

In Alaska, and many other States, the school districts encourage academic credit for work experience. These schools do not make any distinction between in-school or out-of-school work programs in terms of giving credit. Alaska is now taking a look at adapting what is called the "Coos Bay Model." Developed in Oregon, the "Coos Bay Model" is one in which teachers are given the task of going out and looking at particular work sites; identifying the tasks that are performed on the job; and applying those tasks to instructional areas such as mathematics, social studies, science, and others. From that type of assessment the teachers decide to which academic course those kinds of tasks apply, and how much of the course offering those tasks fulfill for credit. In fact, it was mentioned that the majority of high schools throughout the nation now have some type of off-campus work program which generates academic credit for graduation. For those out-of-school persons, some system needs to be developed to link prime sponsors, community-based organizations, and LEAs so that these youth can earn credit also.

Finally, it is important that youngsters master the established competencies. There must be joint decisions on who would measure the competency gained. LEA staff probably should be in control of the actual granting of credit. It was brought up that credit is important in giving experiential programs credibility vis-a-vis students and within the educational system. The awarding of credit can improve motivation of participants. Also, the development of these programs provides a good basis for cooperation between CETA prime sponsors and LEAs.

2. Career Development. This seminar explored questions dealing with ways of improving the motivation, career exploration, counseling, occupational information, and placement of in-school youth under YEDPA. There seemed to be four major areas which elicited the majority of discussion: services to 14- and 15-year-olds; involvement of the private sector; the availability, quality, and dissemination of career and occupational information; and overcoming sex stereotyping.

   It was generally agreed that 14- and 15-year-olds should receive services provided under YETP. This age group is generally ready to explore careers, participate in field trips, and engage in other activities to increase their career awareness and development.

   Indeed, these types of activities may be particularly useful since this is a key age group in terms of their transition into high school and the world of work. It is at this time that many potential dropouts might be prevented from doing so at age 16 if they were interested and motivated to stay in school. Failure to support programs for 14- and 15-year-olds simply means paying a dearer price later.

   In each of the five workshops, concern was expressed regarding the limitation on the use of the private sector for work experiences because this sector can and should make key contributions to these programs. The private sector can be used in on-the-job training programs and for "job shadowing" where students would merely observe the worker on the job. In addition, business and industry leaders can serve in advisory capacities to the youth prime sponsor planning councils and provide workers to participate in career days in schools to tell students about the world of work. Still, prime sponsors and LEAs desired greater private sector involvement in youth programs.

Career and occupational information can be provided in many ways---some involving a very sophisticated design---where the information is computerized for example. In other cases, career resource centers can be organized in school libraries or guidance offices which pull together occupational information and related services. These centers can be quite effective, especially if they are coupled with a strong guidance counseling activity. Career resource centers are in operation, in many States and in many schools.

Several participants were disappointed that more States were not setting up programs to gather accurate occupational information for schools and prime sponsors within their States. There are eight statewide information systems currently funded by the Career Information Service. There is authority under YEDPA and some of the vocational education amendments for the development of national and State level occupational information coordinating councils.

Finally, in the career development seminars, there was substantial discussion regarding overcoming sexual bias and sex role stereotyping. Several groups noted that services to 14- and 15-year-olds may be helpful in this regard---that basically this problem is a large one involving societal values and norms that neither the educators nor CETA can combat alone. Emphasis needs to be placed on programs of career awareness involving career exploration and career experiences at an early age. The consensus was that career exploration and transition services designed for 16- and 17-year-olds may be offered too late to overcome and reduce these biases that are part of our working society.

3. Work Experience. The work experience seminars focused on questions to be addressed in developing program models which integrate quality work experience with the education curriculum. Most viewed work experience and on-the-job training activities as an opportunity to expand current cooperative and distributive education programs.

With respect to this topic, LEAs and prime sponsors encountered some problems regarding interpretation. There seems to be confusion as to what work experience is as meant by educators and as defined by the Department of Labor. Further, there is misunderstanding about the terms stipend, allowance, and subsidy. It seems that educators are familiar with both paid and nonpaid work experiences, while CETA only deals in work experience involving financial remuneration. The workshops helped to clarify some of these terms.

Paying wages for work experience may cause some problems for LEAs since they do not pay wages to all students, but would have to for CETA enrollees. For example, in established cooperative education programs, the employer must pay the youngster wages. There was some concern that this relationship could be upset if employers decided to use CETA eligibles in their programs only and not pay the wages, since the CETA program could provide these funds.

Two observations were made relative to YCCIP. It is viewed as an employment rather than a vocational training program. If it is to be used as vocational training, the job specifications should be developed jointly by the LEA and prime sponsor and can become the vehicle for determining success or failure of the program. YCCIP remains primarily an out-of-school youth program. Where there are in-school youth, or where youth are attracted back to school, schedules are usually arranged for afternoon or evening work.

Questions were raised relative to the proposed rotation of pupils through various work experience and/or job sites.

Many work experience components are not fully worked out and it was suggested that the following points be considered in developing them: identify interest and aptitudes of youngsters and marry those with placement possibilities; have LEAs participate in training worksite supervisors; assure that work experience sites are productive and that real jobs exist---not just make-work situations.

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There was general agreement that school-based counselors should be used to provide testing and to assist students in developing a vocational profile or individual employability plan. Only through testing and individualization can work experience or on-the-job training be made more meaningful.

Prime sponsors and LEA staff seem to have a mutual problem in appreciating the capabilities of one another. It was agreed that within the system there are solutions to these problems. A new system for work experience does not need to be invented; we can use what exists and modify it to fit the conditions under YEDPA and establish a cooperative atmosphere for LEAs and prime sponsors and the youth in the programs.

Lastly, the participants stated that within each State there are many exemplary models of work experience, and these need to be identified and shared among LEAs and prime sponsors.

4. Implementing YEDPA. These seminars focused on a general overview of the legislation and the regulations which govern the new youth programs with particular emphasis on the model program relationships to be developed through CETA/LEA agreements. The seminar was conducted by a panel of three individuals each representing a specific perspective---that of DOL, a prime sponsor, and a local education agency.

    - The DOL Perspective. The legislative history of YEDPA was discussed emphasizing the flexibility accorded to prime sponsors and local education agencies under YEDPA in developing mandated agreements.

      It was stressed that all indications show that YEDPA programs will be funded through FY 1979 and that prime sponsor/LEA agreements will exist beyond the current year. This provides both prime sponsors and educators with the opportunity to improve coordination and strengthen existing linkages. The initial development of an agreement is not an end, but a beginning.

- A Local Education Agency's Perspective. A representative of a local education agency shared views of YEDPA. The organization, a private nonprofit corporation formed by a collaborative of 11 school districts, serves as a facilitator and knowledge broker for programs of common interest to the member districts. The presentation described some observations as to tensions perceived relative to past prime sponsor/LEA collaboration. Briefly, from the educator's perspective these were:

    - poor past history of collaboration;
    - restrictive CETA eligibility income guidelines;
    - lengthy and cumbersome forms;
    - funding uncertainty;
    - lack of emphasis on training in CETA programs;
    - focus of CETA on economically disadvantaged youth;
    - lack of sufficient CETA administrative funds;
    - poor match of funding cycles between the prime sponsor fiscal year and the school year;
    - reduction-in-force problems in public schools due to declining enrollment; and
    - the perception or view that YEDPA contains inherent criticism of public schools.

  Some positive aspects of LEA/prime sponsor collaboration as generated by YEDPA include:

    - considerable new funds for education;
    - mandated partnership of CETA prime sponsors and school systems;

- flexibility permitted in developing agreements;
- mandate that schools focus on hard-to-serve youth;
- opening school-to-work transition responsibility to many.parts of society; and
- the reduction-in-force problem, which can provide new roles for teachers in nontraditional instruction.

The presenter concluded with some remarks as to needs and concerns for the future.

- the need for YEDPA programs to be continued for sufficient time to fully determine their effectiveness;
- the need to institutionalize positive changes within school systems;
- the need to build local support;
- the need to do nontraditional evaluation beyond "the numbers game";
- more lead time for planning;
- more private sector involvement; and
- the need to experiment with a mix of low-income and higher-income youth.

The Prime Sponsor's Perspective. Two representatives of prime sponsors presented their ideas on CETA/LEA relationships.

One presenter discussed the Dallas experience in developing an LEA/prime sponsor agreement. The beginning of the agreement occurred prior to the passage of YEDPA, and was the result of a school desegregation order. Although the agreement was signed by the prime sponsor and the school systems, two other actors were involved---community-based organizations and the private sector.

The CETA prime sponsor and community-based organizations had worked very closely together. Likewise, the school system and private industry had also had close working relationships. However, these four groups came together for the first time as a result of the negotiations resulting from the desegregation order. CETA and the private sector worked together for the first time. The fruits of this relationship were shown in the Dallas Youth Incentive Entitlement Pilot Projects (YIEPP) proposal which included a great deal of private sector participation despite severe time constraints. The thrust of the Dallas story, then, is that a potentially explosive situation was used to establish ongoing relationships among the major segments of the Dallas community which serve youth and which will be continued under YEDPA.

- Baltimore's Harbor City Learning program was presented as an example of a prime sponsor/LEA collaborative process. Harbor City Learning was created to address Baltimore's dropout and truancy problems which had reached epidemic proportions. From a needs assessment survey, Baltimore planners learned that most students dropped out for three basic reasons: (1) nonrelevance of the traditional school curriculum; (2) lack of recognition of individual needs (class sizes averaging 30 to 50); and (3) economic pressures. The Harbor City Learning program was created to address these needs.

  Harbor City Learning is a Baltimore public high school operated by the school system under contract to the Baltimore CETA prime sponsor. The partnership between the prime sponsor and school system has been aided by the local governmental structure. Both the school superintendent, who is chosen by an appointed school board, and the manpower director are members of the Mayor's Cabinet, thus reducing jurisdictional friction. Even so, institutional support for Harbor City Learning has developed slowly. At first, the school system contributed only a principal---now the school system contributes 1 principal, 2 vice principals, 44 teachers and several clerical staff---an in-kind contribution of $650,000 annually. The school system rather than the prime sponsor operates Harbor City, even though the funding is primarily CETA. (Baltimore did not want two competing school systems.) The Harbor City program operates year-round on a tri-semester basis. The "out-of-school" program consists of five vocational clusters of 200 students each and an 80-student Experience-Based Career Education component. Each vocational cluster contains both prime sponsor and school system staff. Maximum integration is provided between academic offerings and work experience. Vocational offerings are reviewed by a labor advisory committee to assure relevance to available private sector jobs in Baltimore.

Harbor City students must be eligible for CETA Title I (and more recently YETP) and read at a 5.5 grade level or higher, and be able to graduate within two years. (Other programs exist for the functionally illiterate, etc.) Students must meet certain academic and department standards to remain in the program and superior performance is publicly recognized. (Discipline is handled by a student-faculty committee.)

Harbor City offers both a regular high school diploma and a GED. A waiver was received from the State Department of Education to offer the GED program to persons who have been out of school for less than two years. Students who complete the GED program are allowed full-time work experience until the end of the school year.

> The development of the Harbor City Learning program was not without problems. When the program was first announced, the local press questioned the social justice of serving dropouts and truants. Finding the right teachers and administrators was and is still difficult. Harbor City has had four principals in five years; teachers who are turned off by the traditional school are not necessarily right for an alternative education setting. Mixing school and manpower staff under a single director has caused divided loyalties, the "who evaluates me, who pays me" syndrome. The awarding of academic credit by noncredited, nonschool system staff required time to develop and the permission of the State Department of Education.

Collaboration takes time, but institutional changes can occur. The collaborative process can work; academic coursework and work experience can be integrated. Baltimore has seen many dropouts receive diplomas through Harbor City. The attendance rate is far higher than in the general school population.

In the discussion period, the groups considered a range of items, although considerable emphasis was on processes and the difficulties of achieving changes in short periods of time. It was generally concluded that the biggest gain that could be made this year was to get a start either by expanding quality efforts already in place or by taking the first steps to develop new ones. The fact that some prime sponsors had already achieved creative and productive linkages served to prompt others to recognize that YEDPA could in fact be a catalyst for institutional change.

A number of other issues tended to pervade these seminars. First, both prime sponsors and LEAs questioned who had the "upper hand" in negotiations. To this, there is no clear-cut answer. In some sense, the prime sponsor can specify certain basic parameters and thus has the ascendent role. The prime sponsor may require, for example, that LEAs adhere to certain limitations it has placed on itself, such as the percentage of funds that might be available for administrative expenditures.

The bottom line is, however, that both must work together. Neither the prime sponsor nor the LEA has access to at least 22 percent of the YETP funds without an agreement.

Many questions were raised about how the private sector can be involved. This proved to be a difficult problem with no clear answers. On-the-job training remains the basic tool, since private sector wage subsidy is not permitted under YETP and YCCIP. Some areas have active school-to-work or similar councils. The State of California appeared to have a particularly well-defined and productive council. The National Manpower Institute might be able to assist prime sponsors in setting up local councils. Some wage subsidy experiments are being implemented through the YIEPP and other discretionary programs. Further, new interest in private sector initiatives is being generated by the President. Even without councils, however, prime sponsors should at a minimum be involving the business sector in identifying occupations of growth in the labor market and in helping develop curricula that they would find acceptable.

Questions were also raised about how to measure success. There was no closure on this point, and it was obvious that more assistance is needed in this regard. The general feeling was that the soundest quantifiable goals would probably best be those based on past experience. Developing sound goals thus appeared to be more of an evolutionary process.

Finally, a number of concerns were raised about academic credit. Some prime sponsors indicated that they felt "caught in the middle." According to the legislation, they were to make "appropriate efforts" to arrange for academic credit, but this gave them little clout despite the responsibility. Several requests were made that the language be strengthened; it was indicated, however, that Congress had deliberately been vague and that any more stringent language should not be expected. It was suggested that progress in making arrangements for awarding academic credit for work experience could sometimes be most effectively attained at the State level. Some prime sponsors, e.g., California and the Baltimore consortium, worked successfully with the State Board of Education.

D. Conclusion

Overall, the consensus was that the workshops and seminars served a valuable function for the participants. They facilitated the process of information sharing among prime sponsors and LEAs and helped each understand the other's role under YEDPA. The participants felt that the workshops had provided them a good beginning in the process of developing CETA/LEA agreements. Success in the implementation of these agreements will be tracked by both DOL and DHEW.

II. KEYNOTE SPEECHES

YEDPA: OBLIGATIONS AND OPPORTUNITIES FOR AMERICAN EDUCATION*

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Introduction

Since 1960, the ratio of youth to adult unemployment has remained stable at about 3:1. Likewise, the ratio of unemployment among nonwhite youth, as opposed to white youth, has remained at about 2:1. During this same period, underemployment among youth, defined as the number accepting employment at a lower level than that for which they are prepared, has also increased dramatically.

Conscious and conscientious attempts to deal with this problem have been mounted in recent years by various parts of the Department of Labor, by a variety of community-based organizations, and by the formal education system. From a "results" viewpoint, these efforts have not succeeded in altering these ratios. This, of course, does not mean that good and worthwhile things have not been learned nor that youth, in general, have not received assistance.

The Congress, in enacting the Youth Employment and Demonstration Projects Act of 1977, recognized the past contributions of these three societal elements by including all of them in the legislation. In doing so, the Congress asked each to: (a) increase the intensity and variety of their actions; and (b) work together rather than separately. When results are assessed, the "bottom line" will be the extent to which the youth/work/schooling problem has been alleviated. The "next-to-the-bottom line" will be the extent to which and the effectiveness with which a true collaborative effort has been initiated.

The purpose of this presentation is to address responsibilities of the formal education system in this collaborative effort. Its basic thesis is that, as education discharges its obligations under YEDPA, a series of opportunities for needed basic structural changes in education will inevitably emerge. While YEDPA, by itself, is not a sufficient reason to change the American education system, it may well become a catalyst for change.

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*Remarks prepared for presentation at DOL/DHEW YEDPA workshops for CETA Prime Sponsors and LEAs in December 1977 and January 1978.

To defend this thesis, an attempt will first be made to specify obligations of the formal education system found in the YEDPA legislation. This will be followed by a listing of youth needs to be met by the collaborative effort involving the education system. Finally, a series of opportunities for basic educational change growing out of methods required to meet education's obligations will be identified and briefly discussed.

Obligations of Education Found in the YEDPA Legislation

The YEDPA law---P.L. 95-93---identifies specific obligations of education in several places. They can be summarized as follows:

Title I - Young Adult Conservation Corps

1. The Secretary of Labor is required to work with the Department of Health, Education, and Welfare to make suitable arrangements whereby academic credit may be awarded by educational institutions and agencies for competencies derived from work experience. (Sec. 804(e)). This requirement exists in spite of the fact that the formal education system will not be directly involved in providing nor in evaluating training.

2. The Secretaries of the Interior and Agriculture may make grants to any public agency or organization for State and/or local programs funded with the 30 percent of funds set aside for State and local programs. (Sec. 806(a)(2)). Public educational institutions qualify for such grants.

Title II, Subpart 1 - Youth Incentive Entitlement Pilot Projects

1. The prime sponsor must provide assurances that arrangements have been made with the appropriate LEA that participating in-school youth are enrolled and meeting the minimum academic and attendance requirements of the school. (Sec. 327(a)(4)(K)). LEAs have obvious obligations to supply prime sponsors with these data under clear agreements.

2. The Secretary of Labor must, in his report to the Congress, include data with respect to the degree to which employment opportunities provided have caused out-of-school youth to return to school or others to remain in school. (Sec. 329(3)). LEAs have clear obligations to: (a) devise and implement arrangements for out-of-school youth to return to school; and (b) participate in efforts to encourage in-school youth to remain in school.

3. The prime sponsor must provide assurances that consultation has been held with public and private nonprofit educational agencies including vocational and postsecondary education institutions. (Sec. 327(a)(4)(D)). Educational institutions have an obligation to provide such consultation.

4. Employment opportunities provided youth participating under this subpart may take place in LEAs, institutions of higher education, and other kinds of educational institutions. (Sec. 326(1)). The education system has an obligation to make available some employment opportunities for youth enrolled under this subpart.

Title II, Subpart 2 - Youth Community Conservation and Improvement Projects

1. The prime sponsor is required to include, in the proposed agreement to conduct such a project, a description of arrangements made with school systems---including school cooperative programs. (Sec. 336(b)(1)). Educators have an obligation to work with prime sponsors in making such arrangements.

2. The prime sponsor is required to describe plans for coordinating the training and work experience with school-related programs, including awarding academic credit. (Sec. 336(b)(2)). Educators have an obligation to participate in forming and carrying out these plans.

3. Projects are required to be conducted in such a manner as to permit participating in-school youth to coordinate their jobs with classroom instruction. (Sec. 337(b)(2)). Educators have a responsibility to arrange school schedules---and the school day---in ways that make such coordination workable and effective.

Title II, Subpart 3 - Youth Employment and Training Program

1. The program for in-school youth, under this subpart, must be administered, under contracts with the prime sponsor, by an LEA, a consortium of LEAs, or by a postsecondary educational institution. (Sec. 346(c)(2)). Educators have an obligation to administer such efforts.

2. The program for in-school youth may include a variety of school-to-work transition services for all youth, ages 16-21 as well as special work experience programs for economically disadvantaged youth. (Sec. 345(a)(2)). Educators have an obligation to plan for implementing programs of both types.

3. Economically disadvantaged in-school youth participating in this subpart are to be selected by the educational institution based on certification made by school-based guidance counselors. (Sec. 346(c)(6)). Educational institutions have an obligation to perform this selection function and to demonstrate its validity.

4. Not less than 22 percent of the funds available under this subpart must be used for programs for in-school youth under agreements between prime sponsors and LEAs. (Sec. 343(d)). LEAs have an obligation to make sure this 22 percent is a minimum, not a maximum, and to enter into subcontracts with postsecondary education institutions to serve youth in such settings.

5. LEAs are required to secure funds from prime sponsors for use, in part, to employ additional school-based counselors to carry out provisions of this subpart. (Sec. 346(c)(3)). LEAs have an obligation to do so without supplanting currently employed counselors.

6. Special provisions are made to encourage programs to make available employment and career counseling to presecondary youth. (Sec. 348(c)(1)(E)). Educators have an obligation to discover and implement ways of making this a reality.

7. Ten percent of funds available under this subpart may be used for work experience programs for youth from various socioeconomic levels and are not restricted to economically disadvantaged (income-eligible) youth. (Sec. 345(a)). Educators have an obligation to plan for and implement this section of the Act.

8. Youth Councils are to be established under this subpart. (Sec. 346(b)). Educators have an obligation to participate in such youth councils and work constructively with them.

There are, thus, a minimum of 20 legal obligations for education specified in this law. When viewed collectively, they tell us a great deal about what education is to do, but very little about how these obligations are to be met.

Specific Youth Needs Addressed in the YEDPA Legislation

Title II of YEDPA contains references to a variety of youth needs to be met jointly through collaborative efforts of CETA prime sponsors, community-based organizations, and educational institutions. While education is not solely responsible for meeting these needs, it behooves all educators to be aware of their nature. Including both in-school and out-of-school youth, Subpart 1 pertains to needs of economically disadvantaged youth, ages 16-19. Subparts 2 and 3 refer to needs of all youth, ages 16-21, as well as certain additional needs of economically disadvantaged youth. A summary listing of such youth needs for economically disadvantaged youth includes the need to:

Subpart 1:

1. Earn enough money so they can remain in high school
2. Earn enough money so they can return to high school (for dropouts)
3. Find ways of re-entering high school (for dropouts)
4. Discover career-related reasons for completing high school

Subpart 2:

1. Earn money while acquiring specific vocational skills
2. Expand options for vocational skill training beyond those offered by the education system
3. Acquire general employability skills

Subpart 3:

1. Engage in subsidized work experience that will enable them to explore career options and make better career decisions
2. Acquire specific vocational skills
3. Be recipients of transition services called for in this subpart available to all youth

Under Subpart 3, a total of 16 youth needs are identified to be made available to all participating youth, ages 16-21. These include, for example, the need for:

1. Counseling, including career counseling
2. Occupational, educational, and labor market information of a national, State, and local nature
3. Assistance in making the transition from school to work
4. Career exploration in both the public and private sectors
5. Job placement assistance
6. Assistance in combatting race and sex stereotyping as deterrents to full freedom of educational and occupational choice.

These youth needs have been listed for three purposes: (a) to illustrate that they represent needs all three partners in this collaborative effort have been trying to meet for several years; (b) to emphasize that the Act provides a series of new resources and development of approaches to meeting these needs; and (c) to point out once more that these needs are to be met through a collaborative effort.

Opportunities for Needed Educational Change

American education cannot fully meet its YEDPA obligations through its present structure. Change is needed. Such change must be planned and implemented in ways consistent with all basic goals of education and the educational needs of all students. YEDPA provides education with several opportunities for basic change as it seeks to meet its obligations under this Act.

Opportunity 1: To plan and implement ways of utilizing the broader community in the educative process. Several parts of YEDPA contain provisions for in-school youth to utilize the personnel and physical resources of the broader community, as well as those of the education system, in preparing themselves for work. This should be welcomed as an opportunity to use the community as a learning laboratory. Educators have known for years that youth can and do learn in more places than the classroom, in more ways than through reading books, and from more persons than classroom teachers. In this increasingly complex society, we can no longer plan to duplicate community learning resources within the schoolhouse walls. If we can apply such principles to the business/labor/industry community, we can also apply them for other purposes to such community settings as libraries, museums, art galleries, and community service agencies. Just as students can learn outside of the school building, so, too, can educators. To seize this opportunity would provide educators a means to implement such longstanding educational goals as those found in the extended school day, the distended school, and the year-round school.

Opportunity 2: To learn about and implement new ways of awarding academic credit. Throughout the YEDPA, repeated emphasis is placed on the need to find ways of awarding academic credit for work experience. Since four out of every five high schools already do so, there is nothing new about the concept. What is new is the request that academic credit be awarded for experiences neither supervised nor evaluated by professional educators. On top of this, parts of YEDPA also ask for academic credit to be awarded both for basic academic skills and employability skills acquired through the YEDPA experience.

American education faces serious and inescapable responsibilities both to guarantee the validity of academic credit granted and for assuring that such credits are appropriate to count toward graduation requirements. These responsibilities can be met within the framework of the YEDPA legislation only if planning and implementation efforts in the arena of performance evaluation are stressed. Such efforts must move us away from so great a dependence on the amount of time spent in a classroom as a criterion for credit-counting and toward a greater emphasis on demonstrated performance. Resistance to performance evaluation, as a basis for granting academic credit, has come both because some educational experiences defy pure performance evaluation and because instrumentation for performance evaluation remains imperfect. If the YEDPA legislation can serve to stimulate educators to value, to validate, and to use performance evaluation as a basis for granting academic credit, a significant step will have been taken toward improving our entire system of formal education. The large sums of discretionary knowledge building funds available under YEDPA should help greatly.

Opportunity 3: To provide diversified educational opportunities for students within the framework of an integrated educational system. All three subparts of Title II of YEDPA provide multiple opportunities for special services aimed at helping economically disadvantaged students. It is a direction that is eminently necessary. This is not to say it is sufficient. We must follow this same principle for all. This, too, represents an opportunity for educational planning and implementation long overdue in American education. The principle under question is what some have described as the "doctrine of fairness" which holds that, to be fair to all students, we must expose all to exactly the same experiences. To those who recognize and value individual differences, it is better known as the "doctrine of unfairness"---i.e., as a doctrine that should be abolished. A true "doctrine of fairness" would demand that, assuming a common core of basic knowledge at what Commissioner Ernest Boyer has described as the "basic school" and "middle school" levels, differing educational opportunities be made available, in the form of both in-school and community educational experiences, for all students. If the YEDPA legislation can stimulate a basic change in American education, especially at the grade 10-12 level, aimed at providing a variety of kinds of "learning to do" and "doing to learn" educational experiences for all students, it will have made a significant contribution.

Opportunity 4: To enhance and protect freedom of career choice. Both Title I and Subparts 1 and 2 of YEDPA's Title II are restrictive in terms of the type of work experience and training opportunities made available to economically disadvantaged youth. The economic rewards resulting from participation may well cause many such youth to narrow their consideration of possible occupational choices to those available under the Act. To avoid this danger, it is essential that educators start planning now to discover ways of helping economically disadvantaged youth whose career goals differ from opportunities available under this Act discover alternative ways of moving toward such career goals.

Once again, education is faced with a stimulus opportunity to change, holding implications for all students. One's career choices profoundly affect the individual's total lifestyle. Such choices have been unduly restricted for many youth on the basis of parental occupation; socioeconomic level; occupational stereotyping based on race, sex, and physical handicaps; and, most of all, by inadequate opportunities to engage in career exploration in the occupational society itself. With more than seven out of every ten youth currently enrolled in secondary schools and colleges currently expressing need for more help in career decision-making, the time has surely come to consider this as a challenge for educational planners and decision-makers. The need to plan for and provide multiple opportunities for career exploration for all students is made clear by the special challenges the YEDPA legislation poses for economically disadvantaged students. It is a need that must be met.

Opportunity 5: To relate educational experiences to later lifestyle activities of youth. Title II, Subpart 3, of YEDPA calls for school-based counselors to certify that work experience opportunities are related to career and educational goals of participating students. This, of course, is only the top of the "iceberg" of educational relevancy. Whether or not work experiences are related to educational experiences will, in reality, depend on the degree to which the teaching faculty recognizes the need and possibilities for doing so. Important as counselors obviously are, it is in the classroom, not in the counselor's office, where the student will either experience---or fail to experience---relationships between school subjects and work experience opportunities available under YEDPA.

If YEDPA can stimulate American education to move toward an increased emphasis, in every classroom, on the usefulness of subject matter in both career and other lifestyle activities, great progress will have been made. Such an effort will surely alleviate such current symptoms of educational deficiency as lowered test scores, classroom discipline, and high truancy rates. When both student and teacher can clearly see the usefulness of the subject matter, the general health of American education will surely improve. The key person among professional educators is the classroom teacher. Hopefully, implementation of YEDPA will reinforce this most basic of all educational truths.

Concluding Remarks

It is apparent that the YEDPA legislation addresses a host of youth needs that have been of concern to American education for several years. It is equally apparent that, by calling for a collaborative effort involving other segments of the community also concerned about such youth needs, the odds of meeting such needs are enhanced.

The YEDPA legislation clearly calls for the active and deep involvement of professional educators. The obligations of educators contained in this legislation cannot be fully met unless some basic changes are made in the system of education. This legislation can serve as a catalyst for stimulating such changes in directions that will enhance the quality of education. It is an opportunity that must not be missed and a challenge that must be met.

PROMOTING COOPERATION AMONG THE EDUCATION AND EMPLOYMENT AND TRAINING COMMUNITIES UNDER YEDPA

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It is clearly the intent of Congress---and I believe, a well-directed one---that there be close coordination between the Department of Labor and the Department of Health, Education, and Welfare at the Federal and local levels under the youth efforts. The Youth Employment and Demonstration Projects Act provides the resources and mandate for such coordination.

But coordination is a means not an end, and it is important to first determine, and agree upon, goals before launching any collaborative efforts. In broad outline at least, it is quite clear what Congress ultimately intended under YEDPA and I think we can agree on the value of these aims.

First, the law envisions an individualized, comprehensive approach to aid youth in the school-to-work transition. A wide range of services are to be provided under YEDPA in-school programs, and these are to be tailored to the interests and abilities of each youth, with careful consideration of labor market realities.

Second, the Act envisions a continuity and coordination of services which does not now exist in many cases. The idea is to link in-school jobs with summer jobs in a carefully structured program, and to enrich all jobs with other types of assistance.

Third, the Act seeks to improve available services. In particular, it focuses on the goal of making work experience more meaningful. It was Congress' belief that previous work efforts had in many cases become disguised income transfer programs, which did not even provide supervision, much less career-related skills. Another emphasis is on improving occupational information and its delivery.

Fourth, YEDPA encourages a closer tie between the content of education and work programs so that what is learned at the job site and in vocational classes supports and is supported by what is learned in the academic classroom.

Fifth, the Act seeks to encourage school completion and to attract youth who have dropped out back to school to complete their educations and to secure the high school credential.

Sixth, YEDPA hopes to provide every youth with the information needed to make wise career decisions. The emphasis on improved occupational information is one manifestation. Another is the effort to overcome sex stereotyping. Also, there is a desire to improve occupational counseling.

The Act mandates a number of specific linkages between the education and employment and training systems in order to achieve these objectives.

1. Under the Youth Employment and Training Programs segment of YEDPA which distributes $537 million to State and local governments for comprehensive youth services, 22 percent of funds are designated specifically for in-school youth. These funds can only be spent under the terms of an agreement between the Comprehensive Employment and Training Act's prime sponsor which administers DOL funds, and the local education agency. The LEA-CETA agreement is a chance to assess the activities of the schools and prime sponsors locally, and to try to link them together in a rational fashion.

2. The Youth Incentive Entitlement Pilot Projects program, Subpart I of YEDPA, with a $115 million allocation, seeks to test the effects and feasibility of guaranteeing jobs to disadvantaged youth who are in school or agree to return to school. One issue is whether enough jobs can be created or secured for youth who may want them. A second is the number of job-takers, and, thus, the costs of Entitlement. It is, for instance, unknown how many dropouts will return to school if jobs are assured. If youth do return or refrain from leaving, the fundamental question is whether this will improve their future employability.

3. YEDPA requires in all its programs that academic credit be arranged where feasible for work experience. This applies under both YACC (Young Adult Conservation Corps) and YCCIP. The aims are to help youth finish school and to link what they learn on the job to what they can learn in the classroom.

4. Linkages are also mandated in the collection and delivery of occupational information. YEDPA provides funds to the National Occupational Information Coordinating Committee, which will in turn use them to support State Occupational Information Coordinating Committees. By design, these bodies include balanced representatives of education and labor institutions.

In seeking to implement these specific mandates, the broader aim of coordination, and the ultimate goal of better programs for youth, it is important to recognize some of the obstacles.

1. The first is, of course, the necessarily rapid pace of implementation. YEDPA seeks institutional changes and careful experimentation, but it is also part of an economic stimulus package. We are under constant pressure to move as rapidly as possible. Obviously, this does not leave time to do all the foundation building and thinking we would like. Also, the one-year authorization for the programs does not help.

2. Second, we are being asked to do many things which we do not know how to best accomplish. This is especially true in the Department of Labor where we know very little about such subjects as academic credit and in-school career counseling. But all of us are uncertain when it comes to such subjects as LEA-CETA agreements. This approach has never been tried before except in a few isolated areas.

3. Third, we do not have the leverage or mandate to achieve specific institutional changes. For instance, while the award of academic credit is mandated, there are a variety of approaches and we have neither the knowledge, desire, nor authority to choose between them in our regulations. Our employment and training system is largely decentralized, and we must leave a wide degree of flexibility in light of varying local conditions. Finally, the money is not adequate to provide leverage for many changes. Only $118 million of the first $1 billion is mandated to be spent on in-school youth under the LEA-CETA agreement. Spread over 16,000 LEAs, this will not buy much in the way of change.

We do not, then, see these new programs as the cutting edge of institutional change. Rather, they are a way of recognizing and promoting innovative approaches already ongoing, and further encouraging linkages which have been building. The LEA-CETA agreement, for instance, will hopefully be a forum for thinking through issues of mutual concern to schools and the employment and training system, but most of all to youth. In fact, YEDPA is simply another step in a continuing process. The growth of cooperative education programs, the work study, and career education thrusts have already done much to break down the barriers between school and work. The cross-fertilization of advisory councils has been useful. YEDPA provides the resources for further progress down this road.

To make this work, then, we cannot rely on prescriptive regulations or huge monetary incentives. Rather, we must rely on good will and collaboration based on agreement over the ends to be achieved.

The Department of Labor is doing everything it can to assure this collaboration and we have had excellent cooperation from DHEW and from organizations such as yours.

I would like to mention some of the specific actions to date.

1. In the regulations, we have tried to carry forward the Congressional aims without being so specific that the procedures bog down the system in red tape. We have provided extra time after the submission of the plan for the development of an LEA-CETA agreement in order to assure that this document is not rushed. One of the controversial issues to date has been the definition of LEAs which we used. It does not include junior or community colleges. Our thinking was that prime sponsors should be forced to at least sit down with the public schools rather than avoiding them by going to the community colleges. We are not discouraging activities with these institutions and expect that with the other 78 percent of funds these can be financed. But we certainly want to achieve public school-CETA linkages as a minimum.

2. Under the Youth Incentive Entitlement Pilot Projects program, we ran national competition rather than using the Secretary's discretion and merely selecting a few demonstration sites. Competitive procedures are much more difficult, but we believe they are worth the effort, not just because they are fair, but because they help to achieve greater coordination. One of every three prime sponsors submitted an application. While their submissions varied in quality, almost all reflected interaction between the prime sponsor and the school system---much more interaction than had been achieved in the past. Even if most were not selected for Entitlement projects, the application provided a planning base for other local YEDPA efforts.

3. We have worked closely with DHEW on a number of issues. A memorandum of understanding has been agreed to which establishes a joint working committee, procedures for identifying and supporting model programs, arrangements for developing and disseminating technical assistance materials, and agreements to support this set of regional conferences bringing the local education and employment and training decision-makers together.

4. We have sought to use our discretionary funds under YEDPA to further the collaboration process. On the broadest scale, we have set aside $15 to $20 million for incentive grants to localities for model in-school programs of the type envisioned under the YETP 22 percent set-aside. A precondition for the grant is a workable LEA-CETA agreement. Rather than using the stick of detailed regulations, we have, therefore, used the carrot. Details on this grant program will be made available shortly when the dust settles on current planning processes.

We are also using discretionary funds to support a demonstration of alternative career education approaches outside the schools. DOL is working jointly with NIE on this activity. We are supporting a number of work education councils and providing the wherewithal for other prime sponsors to follow the model. There will be a structured demonstration testing the comparative effectiveness of alternative school-to-work transition service approaches and delivery agents. And funds are transferred to NOICC for improvements in career information and its delivery.

5. We have sought to let everyone know what we are doing and why, so that no one is dealt out of the action because of the lack of information. Our first step was to prepare a Program Planning Charter explaining our interpretations and intents. We have prepared a Knowledge Development Plan detailing the allocations of discretionary funds and what we hope to learn. We have also prepared A Monitoring and Assessment Plan and a Technical Assistance Plan, as well as a continuously updated set of questions and answers related to the regulations. The Charter was distributed publicly in September; the other materials were all made available recently to prime sponsors and to any other interested parties. Education groups will be able to secure them through DHEW. This is really an experiment to see what happens if you try to plan from the start and to explain everything to the public.

Additionally, we are preparing a range of technical assistance materials. Some of these are a joint product with DHEW. A short guide on academic credit is currently available. An outline of the elements of LEA-CETA agreements is to be completed very soon.

I think you will agree that this represents a comprehensive effort to achieve collaboration between the education and employment and training systems. The success of these ventures depends on several things:

First, everyone must realize that we are moving into uncharted seas. We in the Office of Youth Programs will make many mistakes and we will have our blind spots. I think it is important to take these in stride. Likewise, tolerance is needed at the local level.

Second, we must realize that the current arrangements are not fixed in concrete. Congress is trying to discover how to best achieve its aims, and YEDPA is not the answer but rather a knowledge development tool. We should not exaggerate shortcomings or minimize successes when it later comes to altering arrangements.

Third, we ought not get tied up in turf battles. This does not mean that education should not push for every penny it can get. DHEW, in fact, prepared a list of proposed joint ventures that would have transferred all the discretionary resources and more. Yet after we carefully assessed what was and was not feasible, we have managed to pull together extremely well.

Finally, we have to have some patience. While it is certainly appropriate for Congress to ask us what has been done to achieve coordination, and to express its concern, we must wait for a time to assess the outcome of the process.

Overall, however, I am encouraged about the prospects. The DHEW linkages have been surprisingly effective. Secretary Marshall and other top decision-makers in the Department of Labor have stressed interagency linkages and are deeply concerned that we work closely with the education system. The response of the prime sponsors to the Entitlement competition indicates a willingness and ability for local education and employment and training systems to work together. There will be many problems ahead. But I pledge the best effort of the Department of Labor to make collaboration a reality so that we can substantially reduce the barriers between school and work, as well as between education and employment institutions.

III. SUMMARIES OF INDIVIDUAL SEMINARS HELD AT FIVE YEDPA WORKSHOPS

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A. Dallas Workshop (December 12-13, 1977)

1. Implementing YEDPA Seminars

NOTE: Because the Implementing YEDPA sessions were conducted in lecture style at all five workshops and because their basic content remained the same, the following composite report has been prepared, synthesizing the major points of all five workshops, representing 20 seminar sessions.

Each workshop on Implementing YEDPA began with a briefing for participants on the legislative history of the Act (P.L. 95-93). As set forth in the pertinent Congressional literature distributed to participants, YEDPA seeks to meet the critical demand for youth employment, not only by supporting local demonstration efforts, but also by creating immediate job opportunities for unemployed youth.

The mandate for a collaborative undertaking by manpower and education personnel was identified as a key feature of the legislation. Furthermore, the written agreement between prime sponsors and local education agencies (LEAs) was noted as the foundation of its potential success. In addition, the built-in flexibility in reaching these agreements was emphasized as a significant contribution in furthering the dual objectives of YEDPA.

While stressing the importance of a solid foundation for realizing the full intent of YEDPA, workshop leaders referred to the need for each written agreement to be seen as a beginning, not an end.

Presenters informed participants that all indications point to FY 1979 funding for YEDPA programs and, therefore, continuation of existing prime sponsor/LEA agreements. Thus, it seems evident that the opportunity exists for improving coordination and strengthening current linkages.

In addition to Department of Labor staff, personnel representing local education and manpower agencies were on hand to participate in discussions on Implementing YEDPA. By offering participants their past experiences as examples, these presenters provided a well-rounded perspective on the possibilities that exist in solving the youth unemployment rate. Problems posed by the employment situation surfaced as did evidence that YEDPA may well act as a catalyst for educational change.

Based on many years of experience in developing innovative projects with the Flint (Michigan) School System, one presenter offered Dallas participants his personal reasons for expecting YEDPA to have a positive impact.

With funds supplied by the Mott Foundation, which was established forty years ago by a former President of General Motors to support educational innovation, the Flint School System has had an ongoing opportunity to initiate changes with benefits accruing directly to school youth. The system's chance to observe demonstration programs has indeed underscored the importance of schools' adaptability in meeting each student's needs; this is especially so for those students whose educational attainments are likely to be effectively limited by economic or cultural factors.

This presenter emphasized that everyone has a right to the benefits of the school system. In shaping a new opportunity for making schools more responsive, he commented, YEDPA can provide every student true equal access to the benefits of the educational system and help fulfill that individual right.

From a prime sponsor's perspective, one Dallas workshop presenter stated that, although their agreement was signed by the prime sponsor and the school system, the private sector and community-based organizations are very visible partners in their written agreement.

The initiative for this full collaboration was a school desegregation order prior to YEDPA's passage. Although working relationships had existed between the school system and private industry and, likewise, between CETA and community-based organizations, it was not until the desegregation order that the four groups came together as one. When YEDPA was passed, Dallas was already on its way in establishing close relationships among the major segments of the community which serve youth. The fruits of this collaboration were evident not only in the amount of private sector participation in the YIEPP proposal, but also in the fact that the proposal could be produced under severe time constraints.

The implementation of YEDPA has implications for prime sponsors and LEAs alike. Past attempts at collaboration between agencies have highlighted sources of difficulty such as coordination, communication, and perceived threats to agency "turf." The fact is, however, that this hindsight can benefit current CETA/LEA efforts to recognize specific problem areas and address them in their written agreements.

One presenter was able to isolate some of the issues that, in his experience, have made collaboration difficult in the past, along with those aspects of YEDPA which he feels will foster CETA/LEA collaboration. After presenting aspects on both sides of the issue, this presenter offered the following objectives as important to fulfilling YEDPA's goals: (1) collaboration must build local support and involve the private sector more heavily; (2) evaluation must go beyond the traditional "numbers game;" (3) experimentation with a mix of both low- and high-income youth must be encouraged; (4) overall, YEDPA programs must have sufficient lead time for planning; and (5) YEDPA programs must be granted sufficient time to fully determine their effectiveness and to institutionalize positive changes within school systems.

A Case Study

The fact that some prime sponsors had already achieved creative and productive linkages served to prompt participants to recognize that YEDPA could in fact be a catalyst for institutional change. Representatives of the Harbor City Learning program in Baltimore, Maryland, presented a case study of how the collaborative process worked as prime sponsors and LEAs jointly addressed Baltimore's dropout and truancy problems which had reached epidemic proportions.

Harbor City Learning is a Baltimore Public High School program operated by the school system under contract to the Baltimore CETA prime sponsor. At first, the school system contributed one principal---now the school system contributes one principal, two vice-principals, 44 teachers, and several clerical staff; this amounts to an in-kind contribution of $650,000 annually. Because the city did not wish to promote two competing school systems, the existing school system, rather than the prime sponsor, operates Harbor City even though the funding is primarily CETA income.

Based on a needs assessment survey, Baltimore planners originally learned that most students dropped out for three basic reasons: (1) the nonrelevancy of the traditional school curriculum; (2) the lack of recognition of individual needs (class sizes averaged 30 to 50); and (3) economic pressures.

Harbor City Learning addressed each of these needs. First, Harbor City was created as an alternative education program integrating classroom instruction with career education and work experience. Second, the class size was reduced to 15 (later increased to 18). However, since students attend class for two weeks and work for two weeks, the effective teacher-pupil ratio is 1 to 30 or 36 which is in keeping with traditional schools. Third, students receive 60 hours of work experience per month. Allowances are not paid for classroom instruction.

The Harbor City program operates throughout the entire year on a trimester basis. The "out-of-school" program consists of five vocational clusters of 200 students each and an 80-student Experience-Based Career Education component. Each vocational cluster contains both prime sponsor and school system staff. An advisory committee reviews vocational offerings and assures their relevance to available private sector jobs in Baltimore.

Harbor City provides for maximum integration of academic offerings and work experience; it offers both a regular high school diploma and a GED. Students who complete the GED program are allowed full-time work experience until the end of the school year. (It was necessary to obtain a waiver from the State Department of Education to offer the GED program.)

To be eligible for the Harbor City program, students have to be eligible for CETA Title I (and more recently YETP), read at least at a 5.5 grade level, and be able to graduate within two years. Students must meet certain academic and department standards to remain in the program Discipline is handled by a student-faculty committee and superior performance is publicly recognized.

The development of the Harbor City Learning program has not been without problems, although the partnership between the prime sponsor and the school system has been greatly aided by the local government structure. In Baltimore, both the school superintendent, who is chosen by an appointed school board, and the manpower director are members of the Mayor's Cabinet. This organization helps to reduce jurisdictional friction.

Even so, institutional support for Harbor City Learning has developed slowly but steadily. When the program was first announced, for instance, the local press questioned the social justice of serving dropouts and truants. Finding the right teachers and administrators (Harbor City has had four principals in five years) has also been difficult. One important lesson learned thus far, perhaps surprisingly, is that teachers who are turned off by the traditional school are not necessarily right for an alternative education setting.

Some other significant constraints encountered over the years have included the "who evaluates me, who pays me" syndrome which, when school and manpower staff are under a single director, can cause divided loyalties. And finally, the permission of the State Department of Education was required in order for nonschool system (noncredentialed) staff to be able to award academic credit.

While the representatives of the Harbor City Learning program stressed that LEA/prime sponsor collaboration takes time, they also reported evidence that institutional change can occur, that the collaborative process can work, and that academic and work experience can be integrated. The fact is that Baltimore has seen many dropouts receive a diploma through Harbor City and that, in fact, the attendance rate is far higher than that within the general school population.

By focusing on the process of prime sponsor/LEA collaboration, the workshop on Implementing YEDPA afforded participants a well-rounded perspective of the problems along with examples of actual operations. These discussions allowed participants to clarify the process of developing an agreement as well as to consider their respective roles and the roles of other community agencies in providing the services required.

A number of issues surfaced which received more concentrated attention in the three other workshops on Academic Credit, Work Experience, and Career Development. A sampling of these included:

> Collaboration - In fulfilling the intent of YEDPA, both the LEA and the prime sponsor must be involved in fully understanding community conditions especially as they relate to youth services; they must reach joint agreement on whom they want to serve; and each must identify its role and understand the roles of the other(s) involved. Finally, all must agree on standards/criteria against which they can judge performance in a mutually constructive way.
>
> The "Upper Hand" - Although in some sense the prime sponsor can specify certain basic parameters in negotiations, neither the prime sponsor nor the LEA has access to at least 22 percent of the YETP funds without an agreement. The bottom line is, therefore, that both must work together. Impasses may require a third party's involvement such as the Regional Office.

Private Sector Involvement - At a minimum, prime sponsors should be involving the business sector in identifying occupations of growth in the labor market and in helping develop acceptable curricula. While active councils exist in some areas, others can look forward to the results of some experimental wage subsidy plans and the new interest in private sector initiatives being generated by President Carter for some assistance in resolving this issue.

The Measure of Success - It seemed obvious that more assistance was needed in goal-setting and measuring success. Probably the soundest quantifiable goals would be those based on experience which had evolved over time.

Academic Credit - Prime sponsors expressed misgivings about their mandate to make "appropriate efforts" to arrange for academic credit without also being afforded the clout necessary to fulfill this responsibility. Based on the successes reported by several participants, however, it was suggested that progress in arranging for academic credit for work experience might be most effectively attained at the State level.

2. Work Experience Seminars

It became clear throughout the Dallas workshop's four seminars on Work Experience that integrating community resources was viewed as an integral component of the implementation plan. In fact, each seminar identified community resources as a major contributor and collaborator to YEDPA's success.

Certain other issues also emerged with some consistency in discussions. These touched on the interpretation of the rules and regulations affecting work experience activities, the initiation and carrying out of these activities, and the role of regular instructional staff relative to the youths' work experiences.

It was the consensus of seminar participants that the fundamental goal of full employment for disadvantaged youth required commitment from both the business community and education. However, making it work most advantageously raised several specific issues which received their immediate attention. Discussions led participants to identify several of these issues to be:

- duplication of job slots with existing vocational programs

- subsidies for on-the-job training

- determination of responsibilities for securing job sites

- analysis of the potential learning at a job site by either LEA or CETA

- determination of the priority for placement in either public nonprofit organizations or profit-making businesses

- formalization of relationships between education and business.

Several participants expressed concern that work experience programs would upset cooperative vocational programs, especially if resources were applied to subsidizing work stations. In a similar vein, concerns were expressed that work experience programs might adversely affect a youth's educational possibilities and skills learning potential; that is, they might offer a "watered down" version of course content as a means of attracting disadvantaged students and, in doing so, result in a mass exodus from the more rigorous regular school curriculum; or, on the other hand, they might fail to develop a rigorous skills training portion of the program---one consisting only of menial tasks---and thereby not develop salable job entry skills in youth. One of the strongest recommendations for averting either of these possibilities was directed at the public schools.

There were two aspects to the recommendations for schools in implementing work experience activities. The first related to the need to strengthen their already functional work experience programs. It was felt that validated approaches (such as Experience-Based Career Education) must be sought which meet needs that traditionally are not dealt with in vocational education programs. Secondly, there was recognition of the importance, to those participating in the work experience programs, of involving the classroom teachers responsible for academic areas. This involvement, it was felt, must begin early on in the development of the program and must aim to develop a faculty's demonstrated capabilities to relate courses to the world of work with regard to values, skills, and content.

While expression of the need for precise interpretation of YEDPA's rules and regulations varied among those in the seminars, there was consensus that the regulations were a source of constraints on start-up time. Agreement was also reached in calling for clear-cut LEA/CETA agreements to identify coordination of in-school and community resources.

Even though participants in the Work Experience seminars did not all use the same vocabulary, each had his/her own insights, ideas, and problem-solving techniques to apply to the group's considerations. The seminars were seen as facilitating communication between project operators and practitioners about common concerns---a goal for the workshop which the participants reported had certainly been met.

3. Career Development Seminars

How to best provide the desired "mix" of education, training, and work and give young people jobs now as first steps toward successful life-career patterns was the overriding theme of the seminars on Career Development. Acknowledging that ideal solutions to youth unemployment may be many years away, participants felt that their opportunity for dialogue in these seminars may well have shortened that waiting time.

With regard to the career development aspect of YEPDA, participants tackled some pressing concerns with the result that they framed strong statements of agreement on certain features of the career development effort.

Discussions highlighted, among other points, the issue of cooperation. Going beyond the need for cooperation between the school and the community, which participants pointed out was explicit in the law, they emphasized the need, less explicitly stated, for cooperation among school people---between teachers and counselors, and academic and vocational educators. In according equal importance to this "cooperation within," participants further clarified the objective of seeking a critical "mix" of personnel for enacting YEDPA.

Another career development concern emphasized in discussions was job placement---the visible "payoff" of YEDPA. This important program operation was understood as depending critically not only on assuring access to the maximum number of job openings, but on achieving quality coordination and information exchange between schools and postsecondary institutions as well as finding qualified, trained staff to carry it out.

In the participants' view, the effectiveness of the placement function directly relates to the availability of accurate and up-to-date career and occupational information, including information about job openings. Many workshop participants expressed concern at the lack of usable and up-to-date information; several people also expressed particular disappointment that neither has the Department of Labor program, which funded eight statewide information systems, been expanded, nor have the States been required to set up similar systems as a part of their overall CETA responsibilities.

Participants did, however, acknowledge the role that existing Career Resource Centers, found in school libraries or guidance offices, could play if they were expanded. It was suggested that these centers, which use existing facilities and materials, could be even more effective if expanded to job bank systems or depositories of computerized career information. It was reported that such centers are already operating and are being used increasingly by CETA clients and supported by CETA prime sponsors; once organized, it was pointed out, such centers can serve the entire community in addition to the targeted student population.

Participants also expressed the strong feeling that the private sector can and should make key contributions to the implementation of YEDPA. Precedents exist for this involvement---programs like 70,001,EBCE, Adopt-a-School, The McCormick Plan---and both prime sponsors and LEAs should be familiar with the successes and potential problems associated with the use of such resources.

It was further agreed that the private sector's (business-industry-labor's) involvement must be activated in the planning stages for implementing the Act. With early collaboration and careful use of such resources, communities should benefit from sufficient paid and nonpaid work experience sites, career exploration settings, and job openings for the community's youth.

Participants further agreed that an unfortunate trend (occurring because of the urgency of the law) was the low priority being given to 14- and 15-year-olds. In their opinion, the failure to support programs for this age bracket, albeit debatable in terms of short-term gains, would simply mean paying a larger price later.

As discussions pointed out, many 14- and 15-year-olds already have biased and stereotyped attitudes toward the world of work. At the same time, however, they are ready to explore careers, take field trips, talk to workers, and in other ways begin to develop the attitudes, skills, and knowledge necessary to make employment choices. Participants agreed that this age group should not be ignored with regard to career development efforts.

Discussions highlighted another critical goal of the Act, one which is intended to pervade every phase from career exploration to placement---reversing bias and stereotyping in the working society. Several studies have indicated that such activities start early (as early as the second or third grade), which means that preventing their continued reinforcement should be of prime concern to any career awareness program. It was suggested that extensive use of role models, advocates, and peer counselors could be very effective in reversing this trend.

A final issue taken up by participants was the Youth Advisory Councils for which the Act makes specific provision. Seminar participants agreed that the purpose of these councils cannot be underestimated. Seizing the opportunity to make use of youth's contributions through peer counseling and tutoring, for example, LEAs and prime sponsors should find that youth can be an effective constituency for realizing the Act's goals.

4. Academic Credit Seminars

As with those on Work Experience and Career Development, the seminars on Academic Credit reaffirmed the collaborative nature of YEDPA. In unequivocal terms, Dallas conference attendees agreed that any system for identifying competencies; choosing methods by which credits will be awarded; and documenting awarded credits should materialize by joint action of education, business, labor, and other community agencies.

It was suggested that initiating a stong orientation program for the total community would be significant in the long-run stability of viable youth programs. This translates to a need for enhancing awareness and involving not only students and teachers in the planning and maintenance of such programs but also parents, community-based organizations, and local businesses.

The value of this extended involvement was particularly emphasized with regard to the validity of credits earned in alternative learning experiences. Realizing the possibility that a youth's school degree, resulting even in part from alternative experiences, could adversely affect his/her future employment, participants agreed that total community involvement is the key to minimizing that possibility.

The validity of these credits, certainly, is further strengthened by careful attention to the outlined competencies and their measurement. Participants were in agreement that (1) to be certified for competency, skills must relate to marketable skills or skills recognized as needed by the labor market; and (2) worksite supervisors should be well aware of the competencies to be developed and understand the system by which academic credit will be awarded for these competencies. They also advised that each supervisor be regularly apprised of students' progress.

The award and use of credits should also meet certain conditions: (1) a system for awarding academic credit should be designed to facilitate the award of the high school diploma; (2) credit award should be tied to a requirement that regular grades must not decline during participation in these youth employment programs; (3) academic credit should be used toward postsecondary requirements rather than toward a postsecondary degree; and (4) academic credit should be awarded to out-of-school youth.

Given the complexity of YEDPA, the prime sponsors and LEAs in attendance felt positive about this opportunity for exchanging ideas and concerns. And, as a result, they used this seminar to develop several recommendations for continuing communication and collaboration. The following summarize the key recommendations that resulted from the workshop sessions:

- that a national definition of and guidelines for granting academic credit should be developed and written in language that is understandable to both CETAs and LEAs
- that a full-time staff person from an LEA should be assigned as liaison between the two agencies (rather than overburdening a member of a school's staff)
- that prime sponsors and LEAs should collectively and collaboratively present to State and Federal legislatures problems and other experiences that could impact on future national legislation.

B. San Diego Workshop (December 15-16, 1977)

1. Implementing YEDPA Seminars

See the composite report on Implementing YEDPA, beginning on page 41.

2. Work Experience Seminars

Participants of the San Diego seminars highlighted two commitments that should prevail in the development of work experience activities. First, they agreed that solutions to problems should be sought within the existing system to the fullest extent possible; instead of inventing new systems of work experience, attention should be directed to what exists and, when necessary, it should be modified to fit special conditions. Secondly, participants stressed the need to foster the cooperative atmosphere among LEAs, prime sponsors, and participants in every aspect of YEDPA implementation.

Participants declared that a common definition of work experience would settle confusions which produce problems between prime sponsors and LEAs. It appeared that educators had a precedent for granting credit for work experience based upon long-established criteria which they were reluctant to change. The consensus of the group, however, was that there was no need to change this process but only a need to modify it in order to meet the YEDPA regulations. As participants continued to discuss the issue, they discovered that the problem was not so much one of a wide difference between prime sponsors and LEAs as much as it was one requiring mutual understanding.

The seminar also elicited the point that barriers to cooperation and collaboration are directly related to attitudes; that is, that LEAs and prime sponsors have a mutual problem in appreciating each other's capabilities. Participants suggested that educators need to be convinced that education must be extended beyond the school's walls and helped to understand how the prime sponsors can assist in this process.

On the other hand, prime sponsors must understand that LEAs can solve the problems of disadvantaged youth, given the resources necessary to do so. Prime sponsors should be helped to understand the pressures which have forced educators to put more effort into working with the majority of students and tended to make them ignore the disadvantaged students. The prime sponsors should be aware that they can be helpful by being flexible, patient, and understanding.

Participants agreed that extending services for assessment, diagnosis, and prescription of student needs can be a viable part of the work experience program. If remedial education is needed, career development must go hand-in-hand with work experience.

Although questions were raised which could not be finally settled in the seminars, participants did take the view that each State has exemplary work experience models which, when identified, can be incorporated in a process of sharing experience and expertise to benefit all.

3. Career Development Seminars

Certain issues arose repeatedly in the Career Development seminars held in San Diego. Although they were not unrelated to each other, the main topics discussed focused on transitional services, communications, programs for 14- and 15-year-olds, and career guidance and information.

Participants emphasized the need for providing support for the counselors who will assume active responsibility for the transitional services. CETA funds, they suggested, could be used in a number of ways to offer this support. Among the ways participants suggested the money could be used were to secure aides or otherwise release counselors from their clerical responsibilities; to pay for an extended day or year on contract with existing counselors; or to provide special inservice training for existing counseling staff.

Any type of transitional services within a school will require the full support and commitment of the administrator and staff prior to involvement. A harmonious and effective relationship, it was felt, will also depend on the fact that all participants working with the program---teachers, counselors, and others---should be doing so on a voluntary basis.

A last point raised regarding transitional services was the care required not to destroy established programs or the relationships between existing vocational and career education units within the school. Perhaps the emphasis in YEDPA should be to increase the number of career exploration sites.

One suggestion for meeting the need for constant communication at all levels was that funds be allocated for workshops to bring together all segments of education and prime sponsors. In the participants' opinion, misunderstanding and "turf" battles will continue to pose problems and these will tend to increase as other groups, like community colleges and vocational schools, enter the program. Since participants in each session felt that suspicion and mistrust will continue as long as neither party is well-acquainted with the other, they advised that an overt effort be made for cooperation and understanding of each other's problems and concerns. Without the communication that can foster such cooperation, participants agreed, students would not benefit from the intent of the law.

On the subject of program activities for 14- and 15-year-olds, San Diego participants expressed the need for guidelines on the relevant rules and regulations. In their opinion it seemed to be not only very important but also possible for existing career education exploration programs to incorporate the younger age group.

On a final issue, participants noted the dilemma facing LEAs and higher education in collecting and using labor market information. Concern was expressed that a composite picture of employment information was difficult but that without it, job placement efforts could miss the mark. This, they felt, was particularly true since rapid technological changes can make some occupational training programs obsolete within four or five years.

4. Academic Credit Seminars

Participants at the San Diego Workshop addressed the many questions related to granting academic credit for work experience under YEDPA. Discussions on these issues focused on questions about the roles of educators, private sector employers, community-based organizations, as well as prime sponsors, in reaching critical decisions.

Each seminar opened by first considering a definition of academic credit; participants generally agreed that academic credit is "credit that would be applicable to high school graduation." This definition was understood to be broader than the idea of academic credit traditionally given for nonacademic subjects such as shop or vocational education.

Participants concurred on the importance of this early planning period and any initial decisions made regarding the competencies that are deserving of academic credit and the ways to assess them. When examples were given of how procedures are already working in some schools, participants noted the great differences between local and State laws and the variety of constraints this necessarily places on efforts to implement YEDPA. For this reason, participants urged careful planning to assure that competencies are preidentified and the types of credit to be awarded are clearly addressed in the LEA/prime sponsor contract.

It was agreed that credit should be elective, not academic, and that "make-work" jobs were not suitable for credit. Participants also stressed the importance of the site supervisor's role in certifying what the student has learned and in interpreting those competencies in terms of credit. Because of the inconsistencies regarding credit award from one area to the next, participants recommended that the Department of Labor set up a system for disseminating information to all whenever acceptable situations are worked out.

The prime sponsor was identified as responsible for coordinating the subcontracting activity with a postsecondary school. It was agreed throughout the seminars that when subcontracting was to be done, the prime sponsor should contract with the LEA, who in turn will subcontract with the postsecondary institution. In order for this process to be most effective, participants indicated, LEAs and prime sponsors must concentrate on closing the communication gap between them. One suggestion for doing so was to exchange staff between LEAs and prime sponsors and thereby facilitate an understanding of each other's operations.

Although everyone agreed that school boards should be involved in academic credit decisions, there were differing opinions on whether or not credit should be based on employer evaluation or on what the teachers claim are appropriate activities for credit. Questions of assessing and certifying students' competencies also raised different possible approaches; these ranged from the use of paper and pencil tests to employers as monitors.

Performance testing was also discussed as a way of measuring competencies. While some participants expressed the opinion that the state-of-the-art of performance testing leaves much to be desired, others felt it is a most appropriate technique. All agreed, however, that performance testing faced its greatest challenge in involving the public sector. The group felt that the public sector was the most difficult to deal with in terms of developing on-the-job competencies.

A final major topic considered by the workshop participants was the "career employment experience." This discussion revolved around two major agreements: (1) if career employment experiences were to be successful, they must be incorporated into the traditional school (in a way that improves the present curriculum) and not represent an alternative, and (2) career employment experiences must be related to the student's needs and interests.

Participants further believed that such experiences should begin earnestly for 14- and 15-year-old students. They felt that an individual training plan, arrived at by both the teacher and work site supervisor, would be most useful. Such a plan could consist of a series of activities that would lead the student to the competencies already agreed upon as well as clearly indicate the credit that was deserved. Exactly where the competency is developed was not a major concern to participants; the important concern was that the student master the competency.

Participants expressed their concern over the uncertainty of funding and other Federal support forthcoming in the next few years. They also worried that employers might be opposed to having students at work sites for short career exploratory activities as opposed to assuming more productive involvement in their work forces. Will educators be reluctant to have noneducators involved in decisions? Will noneducators be opposed to having educators intrude in the work place? These were some of the questions which remained unresolved when the seminars concluded.

However, participants did offer some specific recommendations as they closed discussions. These included the following:

- The work experience supervisors should be people who have the confidence of both educators and noneducators so that credit granting is respected by each group.
- Teachers should visit work sites to gain first-hand understanding of how work site activities and academic activities are related.
- Programs should impact on the entire student body.
- Whenever possible, YETP programs should be integrated with existing work programs.

C. Boston Workshop (January 9-10, 1978)

1. Implementing YEDPA Seminars

See composite report on Implementing YEDPA, beginning on page 41.

2. Work Experience Seminars

The Work Experience seminars in Boston brought together prime sponsors and LEAs representing a wide variety of individual situations prompting the expression of individual programmatic concerns and concerns with aspects of the overall work experience goals of YEDPA as well. Perhaps this was best reflected in the questions generated by the discussions.

The subject of negotiating agreements with community-based organizations (CBOs) revealed the range of situations that can arise in implementing YEDPA. For instance, areas were represented that have no strong CBOs and, therefore, LEAs and prime sponsors are working with private nonprofit organizations. At the other extreme, one city has thirteen CBOs running their work experience programs; while some encounter a problem in determining what group should be addressed if there is no CBO, others are concerned with how communication can take place when there are several CBOs involved, so that one party is not played off against another.

Concerning the mandate to involve the private (for-profit) sector, a suggestion was made that the Department of Labor should build on the experience LEAs have had with employers for years through the cooperative work-study programs.

Discussions of YCCIP raised several observations within the group: (1) that YCCIP is viewed as an employment rather than a vocational training program; (2) that if YCCIP is to be used as vocational training, the LEA and prime sponsor should jointly develop a "job spec" which can be used to determine the program's success or failure; and (3) that YCCIP remains primarily an out-of-school youth program. While work schedules can usually be adjusted to accommodate those attracted back to school and in-school youth, this program encounters persistent problems with regard to State unemployment compensation and minimum wage laws. Internal problems are created when LEAs are exempt from paying minimum wages to regular employees but must do so for the students. It was also claimed that in several States, unemployment compensation will be paid these young people upon termination; as a result, the number of possible positions an employer could make available is diminished to provide money to cover payments into the unemployment compensation fund.

With regard to the possibility of YCCIP having an influence on present school-based vocational programs, there was consensus that the lack of specific program elements to provide services plus the insufficient openings to attract out-of-school youth would prove to be major constraints to such a prospect.

When discussions focused on YETP, it was found that, in many cases, work experience agreements had not yet been worked out. Participants did, however, suggest criteria that might generally apply; these included identifying the interests and aptitudes of clients, matching those interests with placement possibilities, requiring that work sites participate in skills training, and having LEAs train worksite supervisors.

Questions were also raised relative to the proposed rotation of students through various work experiences and/or job sites. It concerned participants that program time seems much too short for such rotation and, furthermore, that such a system may heighten insecurity in already insecure youth.

Many questions were raised in this workshop to which answers do not seem readily apparent. This is evident from the following sample of questions left unanswered as the workshop concluded:

- How does a prime sponsor interact with nonpublic schools?
- What is the relationship of YCCIP/YETP to the affective domain? to the handicapped? to youth subcultures?
- How does evaluation take place?

3. Career Development Seminars

The seminars on Career Development generated discussion of a large number of resources that have either been considered or already tapped for use in enacting YEDPA. Addressing many of the related issues of career development for youth, participants raised a number of ideas that all LEAs and prime sponsors could consider applying to their individual settings.

One innovative way described to involve the private sector was the use of a local consortium of college professors and local business firms. The benefits of such a coalition for the students are threefold: (1) testing and real experience are coupled to determine interest; (2) enrollees are trained in a school setting as well as on the job; and (3) by involving unions, students can work with journeymen in the public sector with the goal of graduating into an apprenticeship program. The private sector was also noted for its job sampling opportunities.

Similarly, discussions elicited many suggestions for simulation activities, including interview techniques, volunteerism, explorer scouting techniques, club activities, and community service projects. Participants agreed that simulation was a positive method to use with students as well as being cost-effective, but urged caution with regard to the dichotomy it can produce between actual and classroom activities.

Participants suggested that the gap between school and work could be closed by assuring that counselors become more knowledgeable about diagnostic testing and employment services; just as important, they felt, was that orienting a work-bound student should not fall to the counselor alone, but should be an integrated effort on the part of the teaching faculty (by integrating work-related needs into the curriculum), counselors' supervisors, and CETA staff.

The role of LEAs was also discussed. Specific responsibilities accorded the subcontractor were believed to include:

- transmitting information to students
- orienting students toward career goals
- verifying the eligibility of youth enrolled
- coordinating the activities of counselors and teachers in outreach assessment and orientation.

The fact that schools have limited involvement in job placement activities, prompted participants to emphasize the need for developing linkages with YEDPA.

Another point raised with regard to job placement was the need, at least as the program stabilizes, to increase the number of non-income eligibles.

Participants further agreed that legislative changes may be needed to further clarify activities and programs for 14- and 15-year-olds. Except for the level of sophistication of programs at the occupational level, participants did not feel there were significant differences in career exploration for 14- and 15-year-olds and the older ages. For 16- to 21-year-olds, career exploration should include counseling, the development of job-seeking skills, integration of work skills into the curriculum, and an attempt to eliminate racial and sex stereotyping. It was suggested that mobile vans could be used to carry career exploration programs to outlying areas.

It was apparent that participants had found a number of approaches in attempts to combat sex stereotyping. Some had found it useful to supplement YEDPA activities with the efforts of local and State Equal Opportunity Offices and Human Rights Commissions. Efforts initiated by funds ($50,000) earmarked to create an Office on Women in each State under the Vocational Education Amendments, were also discussed as possible resources. Finally, it was noted that proposals written as part of the RFP (Request for Proposal) process can be used to identify innovative approaches to addressing the elimination of sex stereotyping.

4. Academic Credit Seminars

Educators and employment/training personnel meeting in Boston were of one mind on the overriding prerequisite for successfully realizing YEDPA's academic credit mandate: the key to resolving issues of credit for work experiences, they agreed, is the prior relationships established between prime sponsor and educational agencies. This premise seemed particularly cogent in light of the confusion arising in some seminars due to lack of information and differences in terminology.

Participants learned that problems existed because of their different orientation to issues related to academic credit award. For example, in the education sector, work experience is a general term used for students participating in work-education programs; the labor sector view is that work experience is that which occurs for out-of-school persons, while career experience is that which occurs for those still in-school. A similar difference exists with regard to work activity supervision. Generally, it was found, the education sector has great concern for close supervision in a work-education program, while labor does not. This difference portends problems in evaluating the award of academic credit.

The evolving concept of academic credit was endorsed by all participants as contributing significantly to the quality of programs for youth. Having agreed that credit has a primary impact on an individual's personal development, participants strongly urged the development of a process whereby the individual can accumulate or "bank" credits.

Open and continuing dialogue among those in the labor and education sectors involved in YEDPA was not understood only as a need at the local levels. Boston participants also identified the importance of a Federal-State partnership for relating quality education and training to CETA. In fact, participants concluded with one recommendation they felt would better define the new direction of joint efforts; they suggested that perhaps CETA could be changed to CETEA (Comprehensive Education, Training, and Employment Act).

D. Atlanta Workshop (January 16-17, 1978)

1. Implementing YEDPA Seminars

See composite report on Implementing YEDPA, beginning on page 41.

2. Work Experience Seminars

The Work Experience seminars held in Atlanta enabled LEAs and prime sponsors from Regions IV and VII to address their acknowledged need for more open communication. In addition to exchanging both ideas and concerns about their respective and mutual roles, participants shared their views on several aspects of implementing quality work experiences.

Several of the LEAs present expressed their specific concern over agreements with prime sponsors which are essentially nonfinancial. These LEAs made it clear that they wanted to participate in meeting YEDPA's goals beyond just providing the school-based counselors who refer participants to the prime sponsors.

Both prime sponsors and LEAs agreed, however, that they are prepared to provide the full complement of transitional services to work experience activities. They concurred that these services would probably be concentrated in the areas of remedial education, employability skills, and job survival skills. All participants expressed the need to assist community-based organizations in operating YCCIP and YETP programs.

Although a consensus existed among LEAs that they intended to provide GED and skill training for CBOs, there was likewise a consistent problem expressed in their awarding academic credit. LEAs explained that in many areas, State and local laws prohibit them from awarding credit unless they are the sponsoring agency. [In one case reported, YCCIP participants are allowed to test for up to six months of the LEA's regular two-year training program when the YCCIP activity is relevant to the training provided by the LEA.]

Images of what work experiences would "look" like were also shared. Most of those present felt that only through testing and individualization could work experiences or on-the-job training be meaningful; there was general agreement that school-based counselors should be used both to provide this testing and also to assist the student in developing a vocational profile or individual employability plan before using any services under the Act.

While some expressed their interest for work experience to be available on a rotation basis, other participants hoped to see a ladder concept used wherein a student explores all aspects of a job cluster, beginning at the bottom of the cluster, and building to the area designated by a combination of interest, testing, and counseling.

In a final topic undertaken by participants, concern was expressed at the failure of DOL/DHEW to earmark special funds for staff training. With both prime sponsors and LEAs viewing work experiences and on-the-job training activities as opportunities to expand their current cooperative and distributive education programs, as well as to try out new and innovative approaches, there was a mutual request made that allocations for staff training be considered in any future funding.

3. Career Development Seminars

Participants in the Career Development seminars covered a wide range of topics and applied a basic problem-solving approach to specific issues such as improving career guidance and counseling programs and implementing career development activities for 14- and 15-year-olds.

While stating that little career guidance is being done at the postsecondary level, participants agreed that ongoing programs in career exploration, career guidance, and other transitional services are in place in many school systems. Peer counseling and the Living Witness program were two approaches mentioned as examples of how career guidance can be provided to secondary students. In the latter approach, business and industrial leaders visit schools to discuss working world realities with students.

One problem that participants raised with regard to career guidance and counseling concerned the preparation and training of counselors themselves. Training, it was felt, should encourage and enable guidance counselors to spend more time with the noncollege-bound students than is evidenced now. Secondly, the question was raised whether typical counselors have adequate work backgrounds themselves which would qualify them to relate the real world of work to students. Such lack of experience may explain why some counselors don't feel comfortable in providing vocational counseling.

Participants also shared some ideas in use that can ease these concerns. For instance, in some school districts, youth tutor youth. Additionally, some States have established laws requiring the use of occupational specialists. An occupational specialist is a person who specifically devotes his/her time to providing occupational information to students. It is not necessary for this person to hold a college degree; what is important is that he or she has adequate work experience and can relate to students effectively.

Another issue discussed which raised several common problems within the group concerned the relationships of career development and work experience. Although agreeing that on-the-job training both complements and enhances career development for youth, participants mentioned local legal restrictions, limited job possibilities, and the difficulty in finding public work experience programs that correspond to vocational education activities as major barriers to maximum coordination of these two YEDPA thrusts.

Participants highlighted the following advantages offered students by on-the-job experiences, many of which they felt would act to instill in youth a more positive attitude and long-term view of their personal career decisions:

- the employer acts as the training station
- they offer an ideal situation for learning work habits (e.g., punctuality) and developing interpersonal skills so essential to job success
- they provide the opportunity for exploring a career
- they are real situations, not classroom simulations
- students are more motivated and feel productive when they can earn a wage.

The groups felt that low priority would probably be given to activities for 14- and 15-year-olds by virtue of YEDPA's mandate to employ those in the 16- to 21-year-old bracket. Many participants pointed out, however, that schools can still initiate any number of ways to serve the younger group, including extended day activities and training that provides employability skills by including 14- and 15-year-olds in career exploratory programs and even setting up business/industrial visitations for them. Participants agreed that 14- and 15-year-olds should receive basic skills and in-school vocational training.

In some cases, 14- and 15-year-olds can be employed in certain occupations and for a limited number of hours a day. Participants suggested, however, that Federal regulations limiting those hours should be changed to accommodate any State law (e.g., Florida) which allows 14- and 15-year-olds to work at least four hours per day.

Participants expressed common frustrations in realizing the potential of private sector involvement in YEDPA. Contributing to this problem, they felt, are the regulations which seem to discourage any significant cooperation with the private sector. One of the key mechanisms identified for developing private sector involvement was the use of advisory committees.

Similar to the ways in which advisory committees can increase and improve relationships with private business, advisory committees were identified as keys to gaining increased local support in combatting sex stereotyping and strengthening job placement efforts. Although, in the case of efforts to reduce sex stereotyping, films, slides, and brochures can be helpful, advisory councils offer a direct link to efforts being made in the work world (e.g., by unions, joint apprenticeship committees, etc.). It was further suggested that sex stereotyping could be effectively combatted through the use of resources from local women's groups and the development of good teacher in-service training on this issue.

In addition to advisory committees, it was suggested that job placement efforts could benefit by establishing job bank procedures and, in larger school districts, by hiring job developers. It seemed that currently prime sponsors are doing most job placement tasks but that there is a need to explore the assistance of others.

A final issue addressed by the Career Development participants focused on the usefulness of State labor market information to be collected under the Governor's Youth Program. Participants indicated that although State employment services and some prime sponsors can be helpful in providing that information on employment opportunities, every effort should be made to develop reliable and comprehensive information sources to project employment opportunities and provide specific information for job requirements.

4. Academic Credit Seminars

One of several overall recommendations resulting from this workshop was a strong suggestion that (especially with regard to academic credit) YEDPA should aim to supplement existing instructional programs rather than supplant or duplicate them. While discussions led to consensus on similar resolutions and on areas requiring joint decision-making, participants seemed to have concentrated their attention most on delineating the separate roles of CETAs and LEAs in awarding academic credit.

In defining the responsibilities of prime sponsors, participants saw a specific role of theirs to be coordinating youth employment efforts with local labor unions. Otherwise the suggestions made applied more to prime sponsors' responsibilities in involving LEAs. For example:

- involve local and State education agencies in the plans relative to academic credit
- invest in LEAs the responsibility for verifying competencies and supervising work experiences
- charge LEAs to determine a method for certifying competencies for credit
- allow LEAs to carry on training efforts even if their "hands are tied" by statutory requirements in awarding academic credit.

The suggestions for the LEAs' role further amplified their responsibilities concerning academic credit award. Participants identified LEAs' responsibilities as ranging from matters of student eligibility to identifying and certifying competencies deserving of credit, and assuring that award of academic credit can be linked to existing courses. Furthermore, LEAs were thought to hold responsibility for (1) providing an avenue for academic credit award for in-school transition services and (2) assuring that CETA enrollees can be awarded the same amount of credit as is awarded other students.

As a result of clarifying these agencies' separate roles, participants were in a better position to delineate the areas of joint decision-making essential to YEDPA's success. These included the need to agree to a system for awarding credit that correlates with job-related instruction; to establish links with community-based organizations for awarding credit to applicable out-of-school youth; to identify subcontractors collectively; to decide upon a maximum time limit for academic credit award; and, finally, to maintain suitable agreements for work experience that specify the responsibilities of students, parents, employers, and schools.

While addressing many important aspects of academic credit, participants completed their discussions with several questions still unanswered. Many acknowledged that they were unclear on the precise definition of academic credit and that further definition and guidance for its interpretation was necessary. In addition, participants felt the need for further understanding on issues involved in the following questions:

- What is the role or degree of involvement of business/industry and union groups in the awarding of academic credit?
- In what ways can State education accreditation requirements be modified to make it permissible to grant credit for work experience (where applicable)?
- Should academic credit be awarded for work experience that has no significance in attaining skills necessary to adequately maintain on-the-job progress?

E. Cincinnati Workshop (January 19-20, 1978)

1. Implementing YEDPA Seminars

See the composite report on Implementing YEDPA, beginning on page 41.

2. Work Experience Seminars

In their discussions on work experience, Cincinnati participants focused primarily on the contributions made by community-based organizations (CBOs) and the private sector.

It was apparent that the degree of cooperation between LEAs and CBOs varies considerably. In some cases, it was reported, CBOs conduct *only* the out-of-school programs while LEAs conduct *only* the in-school programs; in some areas, CBOs are also involved in providing some transitional services. It was generally agreed, however, that CBOs may have better contacts with specific community groups which need to be served and can also act as youth advocates for in-school students.

Although participants concurred that Youth Councils when properly utilized, should offer considerable assistance in fostering interagency linkages, few participants could report examples of this having yet occurred in their areas. Participants could report, however, that a variety of community agencies have been helpful to YETP youth in providing information on and finding them employment; in addition to CBOs, employment services agencies, mental health agencies, and children's services agencies were named.

There was a general feeling that YCCIP participants will be more productive for employers even though YETP seems to offer more work experience opportunities. One reason given for this feeling was that employers are inclined to view YETP participants as part-time help and so only expect limited productivity.

In communities where LEAs are already making wide use of both public and private employers to provide occupational training and work experiences for youth, participants urged both YETP and YCCIP directors to work closely with LEAs in expanding services. While participants did not feel that YCCIP was yet influencing changes in LEAs' vocational education programs, they agreed that this was certainly a goal to pursue.

When participants discussed the rotation method for providing work experience opportunities, some mixed feelings were expressed. Although some felt it was an effective method, others felt it posed formidable problems. In addition to the creation of immense clerical problems and prohibitive transportation demands, it was pointed out that employers and other employees find the constant movement of students into and out of jobs a nuisance.

3. Career Development Seminars

The major concerns raised in the Career Development seminars in Cincinnati related to the transitional services and other in-school employment activities of YETP. The key to a successful program was identified as making the match between these activities, the needs of the students, and the employment demands of the community.

Participants discussed their ideas on providing the necessary career information and nurturing positive work attitudes. They agreed that these goals depended on achieving a balance in identifying good resources and finding work sites for the youth.

Depending on their design and sophistication, career information systems can be put to use in a variety of ways. Job-related career information, participants noted, could include information on different careers, their education and/or training requirements, and opportunities for job entry. It was pointed out that, in addition, data on local, State, and national needs; supply; and demand were available from larger information networks. Where this information is not yet developed or synthesized, participants expected that the councils set up under YEDPA and the Vocational Education Amendments would prove to be extremely helpful.

Career information can be obtained directly as well. Participants listed career resource centers, youth councils, and representatives from business and industry as sources that should be explored. They also agreed that work simulation and field trips were excellent sources of direct exposure to careers, particularly for 14- and 15-year olds.

Participants agreed that counseling and guidance had to be emphasized in all programs.

Finally, an overall concern was expressed among participants about the limitations that exist for using the private sector in developing work sites; the major question related to the difficulty posed by the Federal rules and regulations. After much discussion, participants agreed that careful planning and close supervision should make private sector involvement possible. They also felt that prime sponsors can be very helpful to LEAs by suggesting activities in and approaches to the private sector which comply with the legislation.

4. Academic Credit Seminars

The Academic Credit seminars discussed the "how" and "why" of academic credit. The answers to these questions reflected a majority opinion, if not the unanimous opinion of all 200 Cincinnati participants.

The consensus was that academic credit was very important to the success of students and the YETP program. It was also agreed that the process for establishing credit needed the complete cooperation of individuals and agencies involved.

The rationale developed for the importance of academic credit could be characterized by three words: motivation, credibility, and opportunity. Both prime sponsors and educators believed academic credit for work experience and related programs was important to students, especially those who were experiencing difficulty in earning enough credits to graduate from high school. Participants also pointed out the fact that many jobs require a high school diploma rather than a GED certificate.

In addition to being a motivating factor, academic credit was seen as an important source of credibility---promoting the program's acceptance by the community, the school, students, and employers. Participants agreed that gaining approval for academic credit would represent proof that the students in the program had truly worked and learned. However, they strongly advised that YEDPA should not create an alternative educational system, but rather an alternative within the educational system.

Thirdly, academic credit toward the high school diploma was acknowledged as crucial to future opportunities. While admitting that a diploma does not assure employment, participants noted that it is often used as a major criteria in sorting out potential employees when there are more applicants than available jobs.

In discussing "how" credit is granted, participants found that decisions varied but could reside with either State or local education agencies. Usually, credit toward graduation depends on three requirements: (1) schools must approve and sometimes operate the for-credit programs; (2) the program must consist of a specific number of "clock hours" of instruction; and (3) the instruction must be certified by the appropriate agency. Participants recommended, however, that SEAs and LEAs must be flexible in establishing credit requirements to assure maximum support for participating YETP students.

Two final recommendations were also made. These further reflected participants' opinion on how credit should be granted:

- Schools must be involved in the planning and development of programs for which credit will be granted toward graduation. This request for credit must be made prior to the initiation of program activities.
- Credit should not be restricted to work experience programs, but should include the basic skills, career guidance and exploration, job skill training, and other components of a comprehensive youth training program.

WORKPLACES AND CLASSROOMS: A PARTNERSHIP FOR THE 80'S

FINAL CONFERENCE REPORT

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Conference Overview

"Keep one eye on the universe, and one eye on the sparrow." This was Dean Paul Ylvisaker's advice to the more than 800 people who gathered in Baltimore September 26-29, 1979 to talk about youth and the institutions involved in bringing them into adulthood. "Workplaces and Classrooms: A Partnership for the 80's" was the last and largest of a series of conferences sponsored by Vice President Mondale's Task Force on Employment. The Task Force is charged with making recommendations to the President and Congress about the future of youth legislation, especially the billion dollar Youth Employment and Demonstration Projects Act (YEDPA).

Ylvisaker explained the universe and the sparrow: "The world of the universe —- of forces and systems and policies. The world of the sparrow - of the one-to-one, the roughed up, rough-necked young person that you see out of work." Following two days of caucusing, and sweeping, sometimes bitter indictments of institutions, especially the schools, there were flashes of division at this meeting to promote partnership. Yet the spirit of the conference and the mood of the people present on Friday afternoon reflected unity and optimism. How could this be?

Perhaps it was the mere presence on neutral ground of large numbers of people from all the major institutions: CETA, the schools, community organizations, and significantly, the private sector. One person from Houston commented: "You know, there are about 30 of us here from my city who work with youth, yet most of us never met before. I never knew how many resources were available."

Or maybe it was the setting. Baltimore's handsome new Convention Center, with scaffolding still hugging the outside walls, was a visible sign of the progress the city is making in its economic and social revival. Physically, the Center kept people together between sessions in informal talk throughout the comfortable lobby area.

But above all, it must have been the realization of common experience and shared goals. Regardless of the institutions they represented, most of the people at the conference would agree that the most important result of their work has to do with the one-to-one interaction between young person and adult—the world of the sparrow. Yet we became so entangled in the world of the universe—in policy debates, competition for funds, paperwork—we lose sight of the common goal which makes our labor worthwhile. Ylvisaker's metaphor helped put matters in perspective.

The Major Addresses

Conferees heard Reverend Leon Sullivan of OIC warn that "we are faced with a youth unemployment crisis that is becoming so dangerous that failure to act now to end it can turn crisis into disaster." Reverend Sullivan, with characteristic forcefulness, called on the President and Congress to make the employment of unemployed youth a priority equal in importance to Mid-Eastern peace, ratification of SALT II, detente, the energy crisis, and curbing inflation.

He too urged that we look at the world of the sparrow: "We must always go back to the fundamentals of the individuals lying behind the numbers. We must remember that these young people are not statistics, but are 'individuals' and must be seen and dealt with as such."

From Kenneth Clark, conferees heard a no-holds-barred indictment of public education in the nation's urban centers. According to Clark, "the key factor in the cycle —— of unemployment, underemployment, welfare dependency, deteriorating housing, intolerably inefficient sanitation, neighborhood squalor, inadequate health services, infant mortality, self-destructive alcohol and drug abuse, and mindless criminal and delinquent behavior —— is the criminally inferior education in the public schools to which deprived children are relegated." Many conferees, a majority of whom were educators, did not appreciate or agree with the message and challenged it heatedly in question and answer periods and at the various symposia.

From the Administration, the audience heard very clear signs that the federal commitment to promote youth employment was not about to diminish. Secretary of Labor Ray Marshall lamented the "growing permanence" of youth unemployment, and pledged to continue the positive programs created under YEDPA. He made a commitment to all youth, but stressed that federal resources will continue to be targeted to "those most in need: the economically disadvantaged, the handicapped, the adolescent parent, the young offenders, the high school dropout, the potential dropout..." He also called for much greater involvement by rural schools in the job training efforts in their communities.

Domestic Policy Chief Stuart Eizenstat spoke to a packed Thursday noon luncheon, reviewing all the activities of the Task Force. Flanked by a head table of corporate, educational and political leaders, he focused his remarks on the expectations of employers and challenges facing the schools. He referred to the series of round tables the Task Force held to hear the views of large and small business personnel managers and educators: "They told us three things. 1) Personnel managers want to hire kids who can read and write; 2) personnel managers want to hire kids who have already developed good work habits; 3) teachers want to play a role in designing any new education program before it arrives in their classroom — unannounced and often ininvited." He concluded his talk asking the private sector to "assume the responsibility for youth employment and training it accepts in other industrial democracies."

Some Firsts

A number of firsts happened with this conference. For Baltimore, it was the first conference to be held at its new convention center, now being completed. Baltimore had been chosen not only as conference host, but also substantive planner. The city's record for forging CETA-public schools cooperation, the reputation of its Prime Sponsor, and the availability of "model programs" to be visited were the reasons the Vice-President's Task Force cited for choosing Baltimore as host city. In running the conference, Baltimore adopted its own "community as school" philosophy, opening its work and education programs to the conferees, and treating them to events like the opening dinner at the B and O Railroad Museum, and the Thursday evening (weather: perfect) Crabfeast at the fast developing, beautiful inner harbor area.

For the educators who attended, there was a first even before the major sessions began. Following the Wednesday evening greetings at the railroad museum by Assistant Secretaries Mary Berry (HEW) and Ernie Green (DOL), the education groups held the first caucus of the conference.* Seated side by side and in support of a common statement were practically every important national education group, including the often warring National Education Association and American Federation of Teachers. Albert Shanker, AFT President, who was not scheduled to speak until the final Saturday morning session, was present to preside at this meeting which, although it began after 10:00 P.M., was attended by well over 200 people.

For the Task Force, the Baltimore conference was its first meeting at which all the institutions and constituencies involved in youth employment programs came together in significant numbers. Prior conferences — on the inner city, special populations, and community organizations — had been planned for smaller more limited populations. But this meeting, planned for only 500 (interest in the conference far exceeded the planners' expectations) had significant representation not only from the education and CETA communities, but also from the private sector and community organizations. The private sector representation is especially noteworthy, with some 50 officials from large and small companies actively participating and adding workplace realities to the proceedings.

The Agenda

"Workplaces and Classrooms" took nearly six months to plan. Conference planners, working from the Baltimore Mayor's Office of Manpower Resources, wanted to assure two things: that all the key groups were represented in substantial numbers, and that the major speakers and the symposia would have the opportunity to openly explore together the many issues and approaches which have emerged after two years of experience implementing YEDPA.

Five major sessions were planned to follow Wednesday evening's opening dinner. For the first four, a major speaker would be followed by a series of symposia—forty-two in all. The moderators and panelists in the symposia included many of the "key actors" in YEDPA: heads of the intermediary agencies which operate demonstration programs; key U.S. Office of Education and Department of Labor figures; foundation staff; community and community organization leaders; Congressional staff; state and local officials; concerned private sector leaders; prime sponsor staff; educators, including administrators, teachers, school board members, and youth. Nearly one of four of those attending the conference participated as a symposia panelist.

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*The text of the three caucus statements appears in the appendices.

Drawing from the experience of prior Task Force conferences, every attempt was made to open the symposia to their audiences, so they too could be heard. This goal was also responsible for allowing lots of time for people to mix and talk. Luncheons were scheduled to take two hours; evenings were free save for organized dinners for all participants. The informal agenda — allowing people with different perspectives to get to know each other in a variety of stimulating settings from the transportation round house to the Control Data cocktail party at the "Top of the World" was as important as the one printed and included in conference materials.

The conference experienced three unplanned (at least by Baltimore officials) caucuses. Each caucus — the educators, community-based organizations, and Hispanics — issued a paper. These papers contained considerable substance, and were not adversary statements. In fact, for the most part they are informed and conciliatory, and suggest commitment to cooperating in new attempts to form partnerships for youth. The exception (which is dealt with at length below) is the notable difference between educators and almost everyone else about the nature of the standards set for personnel, programs, and youth.

Conference sessions I, III, and IV were closer to "the sparrow, the world of the small." Specific programs, populations and solutions were examined, mostly by local level people. More than 50 local programs from around the nation were represented on the panels and at the Information Exchange Room at the conference center.

Sessions II and V were intended to look at the "big picture," the world of the universe. Number II focused on institutions and participants were asked to make recommendations about which institutions should be doing which things, and about how local resources can best serve youth. A summary of the Session II symposia is included in this report.

Session V, which concluded the conference, was held Saturday morning. To the surprise of the conference planners, more than 300 people remained to weave together the three days' proceedings and present a "sense of the conference."

William Spring of the White House Domestic Policy Staff moderated the last session. He was joined by James Vasquez, the Superintendent of Schools in San Antonio, Texas; Robert Taggart, Director of Youth Programs for the Department of Labor; Albert Shanker, President of the American Federation of Teachers; Marion Pines, Director of the Mayor's Office of Manpower Resources (Baltimore Prime Sponsor); and Richard Conner, a Vice President for Control Data Corporation.

Spring began the session by identifying areas where there was obvious consensus, and those areas where there was not. Spring's perceptions came from the major addresses, summaries prepared by recorders of each symposia, and, of course, his own broad experience with schools and the employment/training system.

Areas of Agreement

There were many areas of agreement among conference participants which need not be elaborated here because they are evident to most people who work with "economically disadvantaged" youth. Youth unemployment is a severe problem in this and other modern industrial nations. Despite dropping birthrates, the problem will not diminish in proportion to the drop in youth as a proportion of the entire population. This is true because of the projected growth in minority youth population, especially Hispanics.

So there is consensus that there is a severe problem of great numbers of youth not in school and not working. But how best to attack that problem is not so clear. Still, conferees agreed on the following important approaches:

1. New partnerships need to be made; existing ones should be bolstered.

Reverend Sullivan was most eloquent in communicating this message. He told the parable of the young boy trapped in a hole with a series of adults coming by, each offering a rope to pull himself up. But each rope is too short. Only the boy puts the logic together as he cries out: "Put your ropes together and let them down to me..."

Paul Ylvisaker made a similar, direct appeal to the audience: "We'll never get budgets big enough or bureaucracies large enough to equal the problem. I don't see any alternative to partnerships. We are all in the game together and we might as well look at each other again with the view of that one person we are going to help, with the idea that we can put our energies and resources together. And while I can understand the politics of the game, that we begin to divide into caucuses and guilds, I have no sympathy for the turfdom which stops us from doing our job. Partnerships have to be the answer."

The various caucus statements reaffirmed this commitment to partnerships. From the community-based organization statement: "We recognize the legitimacy of the presence of other actors in the policy formulation process involving youth, such as educators, administrators, unions, private businesses, and local units of government... We support the idea that we must have new partnerships which involve all of the above."

At the various symposia, the mechanics of local level cooperation were discussed in great detail. The most important form of cooperation must take effect at the local level. Federal policy, especially YEDPA, should provide dollar incentives for collaboration at the local level, according to Session V panelist Marion Pines. Such incentives will reward those already working together, and will encourage action in areas where there is little movement toward collaboration.

2. The private sector must be recruited as an active partner.

Of the forty plus symposia, none was more heavily attended than the two which dealt with private sector linkages. A conference of mostly public sector people wanted to learn more how to link their efforts for youth to the workplaces which provide 80 per cent of all jobs. Conferees agreed that the new Private Industry Councils, though slow in getting rolling, are a significant step in the right direction. Department of Labor efforts to encourage youth entrepreneurship projects also received support.

Perhaps the boldest and most promising recommendation came from Dean Ylvisaker. From his seat on the Board of Directors of two corporations he is very much aware of the provision in the tax laws that allow corporations to make charitable contributions up to five percent of their gross sales as a tax write off. "Currently," he pointed out, "about two billion dollars emerges from less than one percent contribution. If corporations were to go up to five per cent, we would release another eight billion dollars for the kind of enterprise that we are talking about here."

Session V panelists were, however, cautious about expecting too much from the private sector too soon. They urged patience and continued searching for effective incentives for private sector participation. There was considerable discussion of the efficacy of targeted tax credits for youth hiring, and ways of linking youth programs to local economic development. More immediately, there was a call for better communication of the successful private sector efforts already underway.

3. The national commitment to improved education in the basic skills must be reaffirmed.

However harsh Kenneth Clark's message may have seemed it had the effect of forcing the conference to look closely at the job which schools are doing to hold young people and teach them to read, write and compute. His view —— that everything else we do will be lost if we can't teach young people the fundamentals of communication —— put much of the burden back on the schools.

In its statement, the education caucus offered very specific recommendations about federal policy supporting the teaching of basic skills. The first recommendation was for a "major new initiative for the junior high and high schools, modeled after Title I, ESEA." (Title I of the Elementary and Secondary Education Act is by far the largest federal education program and targets funds to schools serving low-income populations. Most funds go to elementary schools.) Another education caucus proposal suggested creation of Employability Grants for Continuing Education, similar to the Basic Opportunity Grants available to the college bound. This way, the non-college bound would have educational opportunities for job training and basic skills. In effect, the education groups were asking for more resources to teach basic skills, indicating a willingness to do more with a population which has not received sufficient attention in the past.

Addressing basic skills deficit among Hispanic youth, the Hispanic caucus in its statement made note of the severe drop-out problem of Spanish-speaking youth and recommended that language proficiency (or its absence) be included as a targeting criteria under YEDPA. The statement called for the funding of bilingual/bicultural programs "as a method of fostering the academic achievement" of Hispanic youth.

It was evident from the conferences many references to "basic skills development," that this area has become more complex and that many more constituencies are now interested in redefining "basic skills."

4. New and revised federal legislation must maximize local flexibility and minimize paperwork.

YEDPA is a patchwork of programs each with separate reporting requirements which drain local officials' administrative resources and program energies. Throughout the symposia, examples of consolidation of programs were presented, showing, in effect, ways to "get around" the morass of federal programs in order to serve young people in a more logical fashion. Prime sponsor officials at the conference were especially forceful in their pleas for consolidation of legislative proposals from the federal level.

Issues Without Consensus

Three days of deliberations in Baltimore did not result in any blueprints describing the nature of the desired partnerships. Everyone could agree that a great deal of discretion must remain at the local level; that each institution should lead with its strengths. But translating this consensus into a new law and regulations won't be easy, especially in light of some remaining areas of difference:

1. Performance standards and certification

The conflict between the schools and other parties involved with young people's transition to adulthood was most apparent over the issue of standards for performance and certification. Who should set standards for youth in programs? How should they be measured, and by whom? Who is "qualified" to work as teachers, counselors and administrators? Who makes the decisions?

The education caucus statement issued Wednesday evening took a fairly "hard line" on these issues:

> "Programs involving training that are run outside the school systems should require staff and other standards equivalent to those of the public schools in the prime sponsor area. Local education agencies should have sign-off rights on all training programs for school-aged youth."

The community-based organization caucus responded in their statement:

> "We oppose any resolution that would in effect give the school board the power of signing off on any CETA funds on educational training. We oppose the resolution requiring CBO personnel to have the same credentials as local education staff."

At the wrap-up session Saturday morning, the issue came up in some lively repartee between Marion Pines and Albert Shanker. But the discussion was good-natured and the parties were by no means intransigent. As they entered the realm of teaching and testing basic skills, Shanker had everyone laughing as he read an article about Iraq, where all citizens must learn literacy or be imprisoned.

The issues around competency testing and performance have been hotly debated within the education community for the past two decades. It is becoming clear that these tools are now being used as management strategies by the employment and training community as well. It is likely that the dialogue surrounding these issues will be continued for the forseeable future.

2. Employability development

It would seem that the matter of which institutions should perform which services is not so complex. Basic skills teaching obviously is the province of the schools. Job-related skill training and work experience, then, are a CETA/CBO functions. But with the recognition that basic skills instruction must be an integrated part of job training for youth, a number of conflicts arise.

In several of the Session II panels, conferees noted that the schools tend to take a rather narrow view of basic skills. There is no generally accepted policy within the schools that "Three R" instruction should relate to subsequent work experience or job training. Although the "career education" movement is strong, teachers don't necessarily see instruction in job behaviors, filling out job applications, and the like as their role. Thus, this "employability development" role falls through the cracks.

Alternative schools recognize the problem, and integrate work experience and classroom instruction in the basic skills. But there aren't enough alternative school programs for all the young people who could profit from them and the issue of who sponsors and credentials alternative schools remains.

3. Incentives for collaboration

The 22 percent LEA set-aside provision in YEDPA has strong support. Its goal of encouraging collaboration has been achieved. However, several suggestions were made that more be done to assure that activities stimulated as a result of the 22 percent clause are more innovative and employability related. But how can the lessons learned from this "set-aside" experience be applied to new legislation? Should the percentage go up, down, or float? If there is new money for basic skills/employability development instruction in the Elementary and Secondary Education Act, should it have a 22 percent clause for a prime sponsor sign off? A Private Industry Council sign off? Should the Department of Labor hold discretionary funds for allocation to prime sponsors to leverage their commitment to collaboration? There was clearly no consensus among the conferees on these questions of the mechanics of collaboration incentives between LEA and CETA.

Similarily, there was no consensus about the mechanics of incentives to encourage private sector participation although, as stated previously, there was consensus on the need for a variety of such incentives. There are mixed reviews of the impact of the targeted job tax credit program now in effect. And even though it is generally accepted that minimum wage laws discourage youth hiring, a subminimum wage law has strong and effective labor opposition. A middle ground suggested at the conference might be a youth "training stipend" at less than minimum wage for the time young people spend in classroom and other job-related training activities in preparation for private sector work.

In summary, then, the conference produced very clear consensus on the directions new youth legislation should take. The debate in the months ahead will focus on the mechanics of accomplishing the partnerships we all seek. The Baltimore conference created the momentum for a debate without rancor ... a constructive discussion among concerned and involved interest groups. It is hoped the momentum will be nourished.

Welcoming Address

Ernest Green

Assistant Secretary of Labor

It is indeed a pleasure for me to be here tonight, because the education-work linkage will be a most important factor in determining the future of youth employment. The Vice President's Task Force is achieving a sharp focus on that future, and is bringing youth employment problems to the attention of many people whose cooperation we will need in developing a coherent policy for the 1980s.

It is a particular pleasure to share the kick-off of this facet of the Task Force's work with Mary Berry, whose expertise and enthusiasm have been much in evidence as we have cooperated closely together in recent months. We will continue such cooperation, because it is only the latest phase in a productive, long-term relationship between our departments, and because the groundwork we have laid in two years of mutual effort under the Youth Employment and Demonstration Projects Act is already producing many specific and promising results.

This mutual effort has taken place across a wide spectrum of activity. As you know, 22 percent of the funding for Youth Employment and Training Programs, the largest component of YEDPA, is mandated to be spent on in-school youth, but actual spending for this purpose has more than doubled that percentage. In addition, we have cooperated on school-to-work transition projects, the granting of academic credit for work experience, linkages between Job Corps centers and the schools, career information and technical assistance activities, apprenticeship programs for high-school seniors, upgrading summer programs and integrating them with year-round efforts, alternative education approaches, and a variety of demonstration projects. To date, our cooperation in these areas has resulted in unparalleled advances in teamwork among the schools, CETA units, the private sector, and community groups.

For example, substantial progress has been made right here in Baltimore in our entitlement project, the Youth Act's largest demonstration effort and indeed one of the largest demonstration efforts in the Nation's history. As you know, Baltimore is one of the seven large areas where we are exploring the guarantee of jobs to low-income young people who are in school or will return to school. The nearly $38 million which will be spent on this program in Baltimore by June of next year has already reached more than 14,000 young people.

I am extremely proud of the way Baltimore has responded to the challenge which entitlement presents. Its dedication and flexibility have enabled it to come up with sensible solutions to unexpected problems and to strike a good balance between administering a large program and providing individualized services. The emphasis on small retail establishments near bus routes as potential employers is particularly noteworthy.

The city school system alone has provided more than a thousand alternative learning opportunities, and has worked very closely with the Mayor's Office of Manpower Resources to come up with a variety of nontraditional educational arrangements. Together with city and state government and local colleges and community-based organizations, concerned citizens here are coming up with creative approaches toward preparing young people for the work force — and I cite as evidence that fact that one-fifth of the enrollees in the city's entitlement program had dropped out of school for a semester or more.

Here and across the country, of course, the problems which brought about our massive youth effort are still a millstone around our necks, and we must use this conference both to remind ourselves that this is so and then to redouble our cooperative efforts.

We have brought unemployment down and increased employment for both youth generally and minority youth particularly, and the Youth Act is behind much of the improvement. But the 16.5 percent unemployment rate for youth generally and the 30.7 percent rate for black youth are still way too high, and we still face the fact that more than 700,000 young people have dropped out of high school in each year of this decade. Unemployment among drop-outs, as you know, is twice as high as among high-school completers, and this problem is particularly severe for minority young people.

What does all of this mean in terms of how to proceed in our struggle against youth employment?

First, I think it means that we must recognize that area-wide problems call for area-wide solutions. The "Urb" in "Surburban" is becoming rapidly more pronounced as the problems of urbanization are increasingly becoming area problems not just city problems.

Second, it means that we must do our best to ensure that every young person is armed with the basic educational tools necessary to function in the world of work. This is especially important as we move to involve increasingly the private sector in our efforts.

If we have fallen short on basic preparation from time to time, perhaps it's because we sometimes falter beneath the weight of our task. We have set universal education as a national goal, and during the past 15 years, the dramatic increases in the number of minority youngsters staying in school speaks well of our purpose, as does the increase in college graduates among minorities. Fifteen years ago, there were fewer than 500 black graduates from southern colleges. Today, there are more than 100,000.

Unfortunately, we have not been as universally successful with quality as we have been with quantity. The unemployment rate for black college graduates is about the same as the rate for white high school dropouts. Fully one-fourth of all students entering secondary schools drop out before graduating.

And my discussions with school principals suggest that thousands more have dropped out, although they remain on the official rolls. These facts alone--and there are many more like them—counsel that we give the utmost attention to this week's discussions on linkages between education and employment.

We will need training and education programs as diverse a the needs of youth in differing age groups. We will need to provide more exposure to the real world of work, and to training for jobs that will enjoy a place in future labor markets. We will need to assess the value of alternative schools and their role in the school-to-work transition. And in doing all of this, we must realize the limitations of employment programs when compared to the possibilities of our educational system. A child spends a dozen years in school before he or she seriously enters the labor market. If that young person has not been properly educated for employment in 12 years, it is foolhardy to expect that a federal program of on the-job-training can accomplish the task in 12 months, or 12 weeks, or sometimes even less. Therefore, we must focus on how to enhance the vital linkages between the worlds of education and work.

As we gain such a focus, we will be ensuring that the well-established framework for linkages becomes much more than just a framework. Already, as I have indicated, great progress has been made, and I am optimistic about the potential for our partnership in the days ahead.

Various HEW-DOL studies have confirmed our forward movement. They have shown, for example, that the Youth Act has tremendously improved communication between the CETA system and the schools — in some cases actually providing the impetus for communication. In addition, it is reaching — Through its YETP component — many youth who would other wise not have been served.

Now, this week, we can come up with realistic recommendations for lowering youth unemployment over the next decade. We can greatly help to determine, with far greater accuracy, what level of public job creation will be ncessary.

With a recession at hand, that question is one which cries for an answer, especially when inner-city and minority populations are the people most critically hurt by recessions — and there have been four of them in the past 25 years. In such an atmosphere it becomes essential to focus on what constitutes an appropriate mix of private and public job creation.

How can we target our resources on individuals, groups, and areas in greatest need? How can we integrate new approaches with current efforts? And how can we assure that public sector jobs are productive jobs, so that they don't discourage those who hold them or invite criticism from those who have always fought against them?

Our effectiveness in answering these questions will largely determine the success of both this conference and our future policies, because employment policy-makers are not blessed with the latitude which others enjoy. In our nation's search for energy, for example, as important as that is, we think nothing of spending millions of dollars to drill a hundred dry wells in order to find one which yields oil. Yet in our search for programs which will turn millions of lives from desperation to dignity, we seem to enjoy far less patience from the public.

I hope you will attempt, therefore, in the next few days, to strike it rich in the policy sense by devoting your energies to coming up with practical solutions. With this approach, I'm sure we can be confident of a top-flight product at the other end of the pipeline on Saturday.

SESSION I

YOUTH: THEIR PROBLEMS AND THEIR PROMISE

"HANDUPS FOR AMERICA'S UNEMPLOYED YOUTH"

The Reverend Leon H. Sullivan
Chairman of the Board
Opportunities Industrialization Center of America Inc.

As we gather to respond to President Carter's Youth Initiatives and to the invitation of Vice President Mondale's Task Force on Youth Employment, I come to warn you, and to warn the nation, that we are faced with a youth unemployment crisis that is becoming so dangerous that failure to act now to end it can turn crisis into disaster, and to call upon the nation to declare war on youth unemployment with every resource at our command.

We are hearing these days more and more about disturbing problems facing the nation. We are all aware and concerned about the energy problem, and the effects of rising energy prices on the economy. We are also concerned about the problem of rising inflation and the way it affects us all in our pocketbooks, and in our everyday way of life. We are concerned, too, about our international problems and about the future of America as it relates to developments in the Middle East, Eastern Europe, Latin America, Africa and the disturbing news of spreading instability in many sections of the world; but as great as all of these problems are, none of them overshadow, or are as great in importance to the future of this country than the growing unemployment, primarily among the minority youth of the nation, and the extent to which it can, in time, destroy the social fabric of our democracy.

I have recently completed a 60,000 mile journey across the country, to the far west, the southwest, and the great cities to the east and the north, to see first hand the extent of unemployment in our nation, and what I have seen has disturbed me more than I can adequately describe. I saw growing clusters of young people on the street corners of our cities, as I have not seen since the days before the great riots of the sixties. These young people, mostly black and Hispanic, by the hundreds and hundreds of thousands, are idle, frustrated, not knowing what to do with themselves, or their time, and becoming more and more angry and incorrigable, believing America does not care about them; and I say to you here, and to America, that something has to be done to put these young people to work in a productive way, or we will have trouble in our streets and in our cities, the likes of which we have never seen before.

As I rode through those streets in cities and towns and hamlets, I saw, not only the growing numbers of unemployed youth, but also neighborhood after neighborhood, and community after community, that looked like bombs had fallen on them, homes and buildings too great to number in indescribable disrepair, many vacant, and many being lived in, and many literally falling down. Block after block, and section after section, I saw the urban vital centers of America, bombed by poverty, and unemployment and drugs, and crime, and disillusionment, and fear, with no national program of any significant proportions even in the planning stage, to my knowledge, to do anything realistic about the situation.

I come to tell you that what is going on out there in our cities and in our streets today is frightening. Take a walk one day through the inner sections of your own city, and see for yourselves. So, I have come to Baltimore, today, to sound an alarm to us here in this Conference, and to America, that the red hot coals of disruption are smoldering, and to make an appeal that we declare war on youth unemployment in America, before youth unemployment declares war on America. I come to sound an alarm today, and to call the attention of the nation to do something of massive proportions, about the unemployment problem that is growing among our untrained, idle and restless youth, before a chain reaction of violence erupts that could tear our cities apart.

We still have perhaps a year, or maybe two, to do something about the problem before it gets out of hand, but we must begin to act, and we must begin to act now. Tomorrow will be too late.

Therefore, I am calling on the President, and the Congress to make the employment of our unemployed youth a major priority for America; equal in importance to the Middle East Peace Treaties, equal to the Salt II Negotiations, equal to our Detente Relationships with Russia and China, and equal to our concern about having enough oil, stopping inflation, and balancing the budget. If we do not begin to deal with the problem of youth employment, as a national priority, in time, the disruptions in our streets will destroy our ability to act and deal with our other domestic and international problems.

Already, the increasing numbers of crimes, rapes, robberies, extortions and murder cases attributed to youth is beyond belief. The horrors depicted in newspapers and television, of roving bands of young people assaulting and mugging adults of all ages, especially senior citizens, are happening now and are but a beginning of what is to come. We are in trouble; and ordinary plans for legislation will not get the job done. Ordinary task force recommendations, despite the best of intentions, will not get the job done. We need extraordinary legislation, targeted to the problems of the youth and the poor, and an extraordinary mobilization of all the resources of the nation to turn the situation around. We need an extraordinary commitment and involvement from the government beginning with the President and the Congress, and through every level of the government, state, county, and municipal; and a commitment from the private sector, businesses, large, medium and small; as well as churches, labor unions, educational institutions, community based organizations, service groups, and the interest, concern and support of the American people. We need a comprehensive action oriented, coordinated youth employment policy that gets where the young people actually are, and that really works.

We need an all out effort. We need to "declare war" on the sources of this trouble. We need to declare war on joblessness, hopelessness, racial prejudice, and despair that are all a part of the mounting unemployment youth tragedy; and we need, as Americans, to do it together.

A boy was walking through a field one day, when he fell into a hole along the way. The hole was deep and dark. The boy called out for help; "Someone help me," he cried. A man passed by with a rope in his hands. He let the rope down to the boy, but it was not long enough. So he stood there with his rope in his hand listening to the cries of the boy. A second man came by with a rope in his hand, and let down his rope to the boy, but it was not long enough, so the man stood there listening to the cries of the boy. A third man came by with a rope in his hand, but his rope was not long enough. And the three men stood there with their pieces of rope listening to the cries of the boy. The boy looked up, and seeing the three men standing there with their pieces of rope in their hands, cried out to them "put your ropes together and let them down to me."

The unemployed youth of America are crying out to us in government, crying out to us in industry, crying out to us in our educational institutions, crying out to us in our community based organizations, crying out to us in our churches and our unions, crying out to us: "put your ropes together and let them down to me."

This is my appeal to you. Let us put our ropes together and let them down to the unemployed youth of America that they might climb up by their own self strength to independence, self-dignity and a better way of life.

I am aware that this Conference has assembled some of the leading educators and employment and training policymakers in the nation today. I am, therefore, asking us from the Conference, in an historic effort, to initiate an all out nationwide campaign to mobilize the resources of America, as never before, to help our youth gain skills, and jobs, and hope, before it is too late. Let us get behind the President. Let us get behind the Vice President. Let us get the job done.

It is a job that must be done, and it is a job that can be done, and if we work together, it is a job that will be done.

No one can do it alone. The President can't do it alone. Congress can't do it alone. No one can do it alone. No organization can do it alone. Not even OIC can do it alone. (I know you are surprised to hear that coming from me.) Indeed, I am proud of OIC's record, and what we have accomplished, and our aims and goals for the future. We are in 150 cities, and we have trained 500,000 Americans and put them into jobs, and we have declared our own war on youth employment and have committed ourselves to take one million young people off the street corners of America and put them into skill oriented jobs in the next four years. Yes, I am proud of our record, and what we are doing, and what we will do. But the job ahead is larger than any one organization, or two organizations or ten organizations can handle. There are more than 3 million unemployed youth who need help now, and something to do to occupy their minds and their time, now. OIC will want to play a major role, because we are there where the people are, but none of us can solve the problem alone. It is deep and vast. But, working together, we can get the job done.

We need a united mobilization as great, or greater, than that in the days of the Civilian Conservation Corps. We must see the need as a national emergency that requires the help of us all.

In this effort, there must be a multiplicity of approaches to meet varied needs and individualized assignments. Some youth need community based recruitment, motivation, and training; some need alternative education settings; some need specialized programs, designed specifically for specific cases. A way must be found in every community to be of assistance to all youth who are in need, whatever the nature of their problems, or the depth of their despair, or the extent of their anger, or desperation. What we do must also help rural areas, particularly in Appalachia and the Deep South, where there is widespread deprivation and growing unemployment among blacks and whites.

In this effort, it is imperative that we rethink how we look at people. We must realize that the creation of jobs and better training opportunities, though critically important, will not be enough until we begin to think of persons as "individuals," rather than "clients," "participants," or "placements". We must always go back to the fundamentals of the individuals lying behind the numbers, and realize that youth vary, and must be helped as "individuals." We must remember that these young people are not statistics, but are "individuals", and must be seen and dealt with as such.

My experience in dealing with the young people in my church and other ways, tells me that young people need more than anything else, "confidence." It is critically important to build moral fiber, character, and belief in self and confidence. Many of the young people face extra barriers and problems and need sustainment. They have been turned off and even made hostile by society. They cannot ride through on good fortune, because many of them have not had the benefit of good fortune. Society has not been kind to most of them. Therefore, special effort is needed to teach youth, and particularly black and other minority youth, to believe in themselves and to realize that in spite of the handicaps, they have faced through their lives that they can make it if they try, confidence. We must also motivate. In even the most negative of circumstances, in order to create stability, we must motivate. It is hard to do, but it can be done.

I know, because I have seen it done hundreds of thousands of times. Young people can and want to feel a sense of participation in a cause, and to be positive about themselves, and they want to favorably impact others. Whatever we might think about them, I can tell you from experience, they want to believe in themselves. If we encourage them, we will be surprised what they can do.

Therefore, we must stress in our programs and in the development of our plans ahead motivation, motivation, motivation. Motivation is the key factor in the development of successful achievement. Motivation without concrete action can only be temporary, but action is not possible without motivation.

It is essential, also, that we get the commitment and the participation of business. To the greatest extent, the necessity of dealing with the youth problem in each community must be sold to employers, because employers have the jobs and employers must be convinced of the value to their community, and to themselves, of putting disadvantaged youth to work. Call it self-interest, or call it anything else you will, but the businesses of this nation must realize that the survival of the free enterprise system depends upon a working, earning, and productive citizenship.

As one who has close contacts with business, I know that one of the major concerns of employers is the undependability of youth. They want predictability and willingness to stay on the job. It is important, then, to help prepare youth, prior to the job, to whatever extent possible to meet the demands of the workplace so that they will not experience failure at the offset, and so that the employer will not become disillusioned at the beginning, and thereby spurn the hiring of other young persons.

A campaign must be launched across America, region by region, state by state, and community by community, that will give every employer in the land the incentive to help with jobs for youth, encouraged by the use of designated tax credits for hiring the youth unemployed, and by the desire to help strengthen their communities and to help the nation, and as important as all, to help build their own businesses.

We must deal with our schools and the classrooms. The quality of education in America is poor. It must be improved. In our cities, we are producing a second and third generation of young people who cannot compete equally in the employment market place. Their communication skills are so poor, they cannot read, and their computation skills are so low they cannot count, and this, at a time of ever advancing industrialization and automation, in a world that requires competence and training and the ability to compete as never before.

If we do not begin now to massively revamp the educational process of America so that our children, and particulary our minority youth, can meet contemporary social and employment needs, our urban schools in our industrial cities will fall further into shambles and racially polarized breeding grounds for crime.

In my view, if we do not move toward the revamping of public education now, to meet the needs of the times, education, which in the truer sense should teach a child to learn, and to be productive, and how to live with others, will become even more of an illusion and the number one tragedy and failure of our democratic system.

In the schools of America, we need a renewal of dedication to the education and motivation of pupils by teachers, administrators, boards of education, and a commitment to produce the best education that can be provided for each individual child. Much that is happening in vast numbers of classrooms in America in the name of education is a mockery, a disgrace, and a ripoff of taxpayers dollars, and worst of all, a ripoff of the students themselves. We must deal with the problem of public education and must close the holes in the classroom dikes, or five years from now there will be six million out of school unemployed youth, and ten years from now ten million out of school unemployed youth, creating chaos across American and paralyzing the nation. The time to act is now, with a revamping of our American educational systems, particularly in our urban centers, to stem the tide and close the holes in the dike before it is too late.

And we must concentrate on the ending of racial discrimination with employment of workers. Racial discrimination in job opportunities in America is still pervasive. We will never deal with the elimination of youth unemployment among our black youth effectively until we deal with the elimination of racial discrimination in job opportunities effectively. Barriers against black youth are still up across America, and these barriers must come down.

There is so much more I could say, but time will not allow, so I ask of this Conference, that we study ways and means and strategies on how we can work together to help our youth, to give them, not handouts, but handups. As the boy in the hole cried out for a handup, let us declare an all out war on youth unemployment and rally the nation to give handups to our young unemployed people.

I call on the President, who has already indicated to me his desire to do all he can in the war on youth unemployment, for "handups" I call on the Congress to produce the strongest legislation possible, targeted to the youth and other hard core unemployment needs of this nation, for handups. I call on the businesses of America, large, medium and small, for job opportunities and handups. I call on the service groups, and civic organizations and the churches of America for handups. And I call on the American people to not put the youth aside, saying they do not want to help themselves, but to reach out as volunteers and in any way they can, to help our youth with handups of encouragement and a desire to help them stand on their feet.

And together, together, together, let us start now to work with what we have in place; CETA we have in place, the OIC's and other CBO's of demonstrated effectiveness we have in place, the skill centers we have in place, the PIC's we have in place, and other institutions we can use that we have in place...Together, Together, we will be ABLE TO PUT OUR YOUTH TO WORK, CLOSE THE HOLES IN THE DIKES, AND TO INSURE A BETTER AMERICA, AND A BETTER TOMMORROW FOR ALL.

I.1 Developmental Needs of Youth

Moderator: Diane Hedin, Associate Director, Center for Youth Development and Research, University of Minnesota, St. Paul, Minnesota.

Presenters: Patrick Moore, Director, Mid-Williamette Valley Manpower Consortium, Salem, Oregon.

Mary Jane Palomaki, Pennsylvania Education Association, Collegeville, Pennsylvania.

Central Questions

(a) Is adolescence too late to make significant changes in behavior and values?

(b) What do the differences in development across the eight year age span from 14-21 imply for appropriate policy?

Summary

Adolescence is a period of growth and development during which significant changes can take place in the values, attitudes and behaviors of an individual, according to the panelists. The best predictor of an 18 year old youth's future success is his or her level of emotional and intellectual maturity, not academic achievement or even early school experiences. Adolescents need programs designed to help them mature.

Across the eight year span of adolescence, opportunities must be provided for youth to explore new ideas, options and behaviors. These services need to be age specific and to be sequential in nature. To develop essential self-confidence, youth need to be challenged, but not overwhelmed. Job placement, while appropriate for older youth, would have to be more limited and more carefully structured for younger youth.

While supporting the idea that remedial actions are often necessary, the panelists suggested that it would be more appropriate and effective to work with the strengths of each youth and to build upon accomplishments. Youth must be actively engaged in the learning process. The basic skills should include decision-making, problem solving and exploring social problems and issues.

Concern was expressed that programs are often designed to meet the needs of institutions rather than the needs of youth. Policy and program leaders should first identify the needs of youth and then decide which institutions should provide appropriate services.

While urging increased federal support for youth employment programs, the panelists rejected the idea of a national "prescription" for programs. The federal government should set goals and objectives while the local officials determined methods and procedures. Evaluations should concentrate on program effectiveness more than on dollar accountability and should keep in mind that there are individual kids behind each statistic.

I.2 Discrimination

Moderator: Gwen Mikel Remy, Department of Sociology, Georgetown University, Washington, D.C.

Presenters: Meldon Hollis, Special Assistant to the Assistant Secretary of Education, DHEW, Washington, D.C.

Charles Warfield, Director, Operation Push-Excel, Chicago, Illinois.

Central Questions:

(a) What are the causes of the higher rate of unemployment among black and Hispanic youth?

(b) What kind of programs are needed to breakdown existing barriers?

Summary

The key element in discussing employment discrimination, according to the panelists, is what happens to youth before applying for a job. By the time a minority youth reaches 16 or 18 years of age, systemic discrimination has severely impacted him or her and drastically limited career and life choices.

Discrimination not only limits employment opportunities for minority youth, but also severely damages self-esteem. This, in turn, leads to high rates of drug use, violence, crime and teenage pregnancy. The depressing cycle continues, further lessening job prospects.

To help overcome the effects of discrimination, the panelists urged that programs begin at an early age and concentrate on building self-esteem and raising expectations. Panelists called for a flexible approach and the use of persons who relate well to youth including sports and entertainment figures. Youth training and counseling programs should take into account long range job projections. Panelists also supported the use of incentives to encourage greater cooperation among the institutions serving youth.

Since discrimination is systemic it is difficult to point to anyone institution or individual or design specific programs to overcome barriers. Institutions have done little to raise the expectations of minority youth. Moreover, the inferior education provided for most minority youth effectively close higher level career choices. When minority youth manage, despite the obstacles, to qualify for college or advanced training, they tend to be steered or channeled into low-opportunity, relatively low paid career paths. Despite a ten year surplus of teachers, for example, blacks are heavily enrolled in teacher education programs and underrepresented in law, finance and science courses.

The panelists expressed concern that the use of credentials based on tests, required courses, and previous expereinces effectively bars minorities from many professional and semi-professional jobs.

I.3 High Risk Youth

Moderator: Kenneth Liebertoff, Clinical Psychologist, Montpelier, Vermont

Presenters: William Modzeleski, Office of Juvenile Justice and Delinquency Prevention, Department of Justice, Washington, D.C.

James Turanski, Executive Director, The Door; A Center of Alternatives, New York, New York.

Central Questions:

1. What special barriers to employment are created by court records, educational failure or other social or personal problems?

2. What are the elements of successful programs for dealing with high risk youth?

Summary

A vicious cycle exists connecting failure in schools, unemployment, drug use, criminal activites, teenage pregnancy and other anti-social behaviors. One out of every ten inmates processed by the Chicago Department of Corrections is totally illiterate while the average reading level is fifth grade. The majority of teenage mothers, many in junior high school, drop out and find it extremely difficult, if not impossible, to secure employment. More than forty-five percent of the ninth graders in New York City will not graduate and will leave school with minimal skills and job opportunites. Employers are adverse to hiring high risk youth for fear of being "ripped-off" and, as a result, the youth have little recourse but to turn to illegal means of support.

A comprehensive approach is absolutely necessary if the cycle is to be broken. Programs such as The Door provide services ranging from leisure time activites through medical care and drug rehabilitation to job counseling and placement. Where it is not possible to house all services under one roof, inter-agency coordination and referrals should be encouraged.

Programs should be careful not to isolate high risk youth from their peers. This may require a relaxing in the income provisions of the various laws. Moreover, it is important that youth be involved in the planning and organizing of programs partly to make the programs more responsive to real needs, but also to give the youth a sense of worth and practice in decision making.

In addition to helping individual youth, the panelists stated that efforts must be made to change the attitudes of society in general and employers in particular. Highly structured and supervised job placements in the private sector, subsidized by the government, were offered as a workable strategy.

I.4 Adolescent Parents

Moderator: Vera Casey, Consultant to the Office of Adolescent Pregnancy Programs, DHEW, Washington, D.C.

Presenters: Janet Forbush, President, JDF Associates, Washington, D.C.

Lois White, Principal, Laurence G. Paquin School, Baltimore, Maryland.

Central Questions:

(a) What is the nature and extent of the problem?

(b) What kind of services are necessary for the adolescent parent?

(c) What are the elements of a successful program?

Summary

The overall rate of teenage pregnancy appears to have leveled off, but the number of 13-15 years olds who give birth is growing. For most young parents, both mothers and fathers, pregnancy is a crisis situation for which they are often unable to cope. The youth often drop out of school, get inadequate health care, know little about the facts of pregnancy, and are woefully unprepared for the demands of parenthood. The youth seem to have unrealistic educational and job expectations.

Services available to adolescent parents are inadequate, according to the panelists. While 1500 communities offer some help, few can give the comprehensive services that are needed. The level of federal support for preventive or supportive services is much too low.

Adolescent parents need comprehensive services including health, education, day care, parenting information and employment services. Perhaps more importantly, they need to know how not to become pregnant and to have access to the means of birth control. In an area of such conflicting values and enormous need no institution acting alone can be sufficient.

In developing policies and programs, the panelists urged that choices and options be kept open. In Baltimore, for example, a mother can choose to attend a special school or regular public school particularly in the areas of health and employment. The age of the parent must be kept in mind in designing programs. Finally, the panelists urged that, if the parent is to provide adequate care for the child or to get work, services must continue after birth. Day care facilities are particularly important along with parenting classes.

I.5 Rural Youth

Moderator: Larry Buboltz, Director, Rural Minnesota CEP, Inc.

Presenters: Rufus Abernethy, President, Maryland State Foundation Education Association, Baltimore, Maryland.

Robert Landman, Assistant Director, Office of Policy, Planning and Evaluation, Community Services Administration, Washington, D.C.

Donald Nall, Teacher, Owensboro, Kentucky.

William Newman, Director of Planning and Evaluation
Migrant and Seasonal Farmworkers Association,
Raleigh, North Carolina.

Central Questions:

(a) What barriers to education and employment are unique to rural youth?

(b) What are the elements of a successful rural employment program?

Summary

Rural areas, with one third of the total U.S. population, face many of the same problems as urban areas. Poverty rates are high and unemployment and underemployment serious problems. Many youth have severe deficiencies in reading and mathematics, often have little motivation to improve themselves, and, where motivated, have few opportunities.

In providing employment and education services to youth, rural areas have particular problems. With relatively few jobs in the immediate area, youth must either be transported long distances or placed in residential programs. Not only does this place a financial strain on institutions, but also places the youth in a difficult position. The desire for work is in direct conflict with the desire to remain in a comfortable setting with friends and family.

The panelists agreed that much greater attention must be paid to the rural areas. Educational services should be upgraded so that youth can compete for more jobs. Options should also be provided for the youth who wishes to remain in a rural setting. Several programs have had success in helping rural youth become small, independent farmers, for example.

Flexibility should be built into federal programs so that local decision-makers can adapt programs to local needs. By relaxing income eligibility requirements, for example, sponsors have been able to serve more youth and to keep the program locally based.

Rural economic development must also take place, according to the panelists, if there is to be a major reduction in rural unemployment. Improving transportation, for example, would provide jobs in the short run and help economic growth in the long run. Plans for economic growth should reflect both the farm and non-farm economy of rural areas.

I.6 Inner City Youth

Moderator: Kathlyn Moses, Director, Urban Education Project,
USOE, Washington, D.C.

Presenters: Leon Finney, President, The Woodlawn Organization,
Chicago, Illinois.

Santee Ruffin, Director, Urban Services, National Association
of Secondary School Principals, Reston, Virginia.

Phyllis Wiliams, Chief Manpower Planner,
Mayor's Office of Manpower Resources, Chicago, Illinois.

Central Questions:

(a) What special barriers to education and employment do inner city youth face?

(b) What types of services and programs show promise of helping inner city youth?

(c) How different are the problems of inner city youth from the general social problems of the urban disadvantaged?

Summary

Urban youth, particularly in the older cities, are poorly served by existing institutions, according to the panelists. For a variety of reasons, including limited resources, lack of public commitment, racism resulting in low expectations of teachers and administrators, urban public schools, with few exceptions, have provided a totally inadequate education for the minority poor. The employment and training system has, in most cases, been able to provide little more than temporary, dead-end jobs or token apprenticeship programs. Employers believe urban youth will not perform well.

Programs serving youth in urban areas must first deal with the question of motivation. Panelists emphasized the need to set reasonable, but high expectations for youth and to provide them with consistent and realistic reinforcement
reinforcement.

Options must be opened to youth. Woodlawn's Hyde Park Career Academy combines academic excellence with career skills development. Youth develop a cluster of marketable skills to build upon in further academic instituions or in work.

Work experiences, particularly in the private sector, can help to motivate youth. When youth see a connection between school and work, or some utilitarian meaning to what they are studying, they are more studing, they likely to be motivated

Because so much depends on attitudes and these are usually well formed high school, the panelists urged support for programs that begin with the ten to fourteen year old. If the child gets caught in the "underground economy" and the world of drugs at that age, it is extremely difficult to remotivate him or her in high school.

I.7 Bilingual, Bicultural Programs

Moderator: Josue Gonzales, Director, Office of Bilingual Education, USOE, Washington, D.C.

Presenters: Juan D. Solis, Director, National Center for the Development of Bilingual Curricula, Dallas, Texas.

Central Questions:

1. What are the special problems of Hispanic and other linguistic minority youth in learning basic skills?
2. Has the nation's experience in bilingual education proven helpful?
3. What specially focused employment and training programs have been successful? Why?

Summary

Schools have not and are not meeting the needs of Hispanic youth. According to one presenter, the schools are so biased and so inadequately educate youth for whom English is a second language that it surprising that any of the youth manage to graduate. As it is, the dropout an unemployment rate among Hispanic youth is alarmingly high.

As the demographics of the nation change, the need to make the schools more responsive will grow. While the total school population will drop, both the number and percentage of Hispanic youth will grow. While the nation as a whole has an average age of 28, the average age of Hispanics is 20 and may be dropping.

There is no conflict, according to the panelists, between bilingual and bicultural programs. Youth need to develop their self-concepts and self-respect if they are to learn, and this can only be done in an atmosphere that is sensitive to and respects their cultural background. Bicultural programs help to develop self-confidence and self-respect. In addition, however, the youth will have to compete in a job market that demands "standard" English. Special programs and services are needed to help youth learn to read and write English.

The panelists stated that programs should not track Hispanic youth into low paying, dead-end jobs. Moreover, it is essential that more Hispanics get involved in medicine, law and the sciences. Counseling, better education and financial support will be needed if this is to be accomplished.

One of the difficulties involved in serving Hispanic youth is that the number of bilingual educators has not kept up with the growth of Hispanic youth. Panelists urged that schools take affirmative steps to hire Hispanic teachers and also retrain other teachers.

Concern was expressed that Hispanics may come in conflict with other minority groups and women as they compete for scarce jobs. Unless new jobs are created, programs concentrating on individual development will ultimately fail.

I.8 Demographics of Youth

Moderator: Joel Lee, Legislative Assistant,
Mayor's Office of Manpower Resources
Baltimore, Maryland.

Presenters: Gilbert Cardenas, Economist and Senior Fellow Brookings Institution
Southwest Border Regional Commission, Washington, D.C.

David Swinton, Senior Research Associate, The Urban Institute,
Washington, D.C.

Central Questions:

(a) Is youth unemployment simply a product of the baby boom?
Will demographic changes take care of the problem?

(b) What are the projected changes for the decade ahead?
Is the size of some groups growing while others decline?
What difference will this make?

Summary

The panelists agreed that the size of the youth population both absolutely and relatively in relation to other age groups will become smaller throughout the eighties. The drop will be most significant for white youth. The size of the black youth cohort will diminish somewhat more slowly. The number of Hispanic youth will, however, increase dramatically and may make the Hispanic group the largest minority population in the country by the year 2000.

The panelists felt that an overall decline in the size of the youth population may have a limited, if indeed any, impact on the rate of youth unemployment. Rather, the panelists stressed that the overall health of the economy is the most important determinant of the rate of youth unemployment. Consequently, they recommended expansion in the aggregate number of jobs available as the best strategy for reducing youth employment. Expansion of the supply of jobs can occur through either general stimulus to the economy or direct job creation efforts now evident under CETA.

Even if the economy improves and the supply of jobs increases, the panelists warned that other changes in the labor force participation of women - the extension or elimination of mandatory retirement ages and the influx of immigrants - may reduce the impact of job expansion on the rate of youth unemployment. The panelists were in agreement that inequities in the distribution of unemployment among minority, Hispanic and inner-city youth should be addressed by targeting federal fiscal resources.

The panelists noted that youth unemployment affects sub-groups of youth differentially. Figures for Hispanic youth show higher unemployment rates than for youth as a whole. Youth residing in the inner-city and rural areas are also far more likely to experience unemployment. These disparities seem to persist in spite of increases in the educational attainment of minority and inner-city youth. The panelists felt that these data suggested a continuing trend of institutional discrimination.

I.9 Basic Skills in Education

Moderator: Barbara Jackson, Dean of the College of Education, Morgan State University, Baltimore, Maryland

Presenters: Francis J. Knott, President, Henry A. Knott Remodeling Company Baltimore, Maryland

Antonia Cortese, Vice President, New York State United Teachers Union, Albany, New York

Central Questions:

1. What are the basic skills? How are they changing?
2. What can the different institutions working with youth do to encourage the development of basic skills?

Summary

The central question to be asked in discussing basic skills, according to the panelists, is for what are we educating youth. A definition of basic skills that emphasized only the three "R's" or specific job training would not only fail to help make youth employable, but would also fail to prepare them for their roles as citizens, consumers, or family members.

Basic skills are not absolute, according to the panelists, but must be defined somewhat in terms of the contemporary society and economy. With 80% of the new jobs opening in small firms, particularly in the service areas, it would be a mistake to emphasize only the needs of large, manufacturing firms. Changes in school populations, particularly in terms of the language backgrounds of the students, may demand that different skills be emphasized.

The panelists agreed that the most important of the basic skills are in the areas of values and attitudes. Employers are more concerned that youth have learned to make sound, basic judgments, understand and accept the value of work, are dependable, than they are that youth have particular job skills. As the value of the work ethic changes, schools and employers must develop new strategies if there is to be a productive work force.

What should be emphasized in basic skills education also depends on the type of youth and where he or she is in school. Different services are needed if the youth is in school, part-time in school or has dropped-out. For some youth with very low skills, long term, intensive basic skills education is necessary; for others, specific training in how to apply for a job may be the basic skill that is needed.

Particularly in the area of attitudes, the panelists agreed that there is little difference in expectations between schools and private sector. If school personnel enforce general rules of punctuality, attendance, neatness and decorum, they will also be developing in youth the basic attitudes needed in a job.

The panelists urged greater cooperation between schools and the private sector. At the local level, in particular, each institution should, at the very minimum, let the other know what it is doing. The federal government's role should be to support and encourage cooperation at the working level of the school, family, and local employer, but not to mandate.

I.10 Employability

Moderator: Rosalie Tyron, Executive Director, Advocap, Fon-du-lac, Wisconsin.

Presenters: Jennifer Scheffield, President, Lineagraph Corporation, Houston, Texas.

Arlene Reed-Delaney, New York State Board of Regents, Albany, N.Y.

Central Questions:

1. What does employability mean?
2. What can each of the institutions do to develop employability among youth?

Summary

For youth with specific career goals in the professions or crafts employability is a relatively easy term to define operationally and could include the number of years in school, types of courses taken, specific experiences or skills. For those youth, however, who have vague or non-existent goals and who can be expected to change jobs frequently, the concept of employability is vague and operational definitions difficult.

The panelists agreed that to be employable, youth must be able to read, write and do simple arithemetic, not so much because these skills will be used on the job, as that they are essential to functioning as independent adults. Employability also involves a set of attitudes and behaviors including a belief that work is important, that one should support oneself, and that employers have a right to punctual, honest, appropriately dressed workers in return for a fair salary. Finally, the panelists agreed that employability must include some knowledge of the appropriate job market and the ways and means of getting into it.

Even if employability cannot be defined exactly, much can be done within the structure of society to develop employable youth. Since employability is as much an attitude as it is a set of skills and since attitudes develop early in life, the family is the primary institution for developing employability. Children who have employed, productive adults as role models will themselves become productive adult citizens. To develop a future employable work force, immediate attention must be given to finding jobs for adults today.

The panelists agreed that schools should take a more active role developing employability. There was a general feeling among the panelists that schools have lost momentum, and need additional support and encouragement to become more effective.

Some of the staff in the CETA system who deal with youth might be advertently teaching poor work habits and atitudes. The panelists felt that it was essential that the staff examine their own attitudes and then, as much by personal example as by words, set appropriate goals and behavior expectations for the clients.

Employers could help develop employability by making entry level jobs learning experiences. This requires close supervision, recognition of good work and opportunities for advancement. Incentives should be provided for this, particularly to small businesses.

I. 11 Changing Nature of the Workplaces

Moderator: John Coleman, President, Edna McConnell Clark Foundation, New York, New York

Presenters: Anthony Harrison, President, Exacta Services, Birmingham, Alabama

Mark Roberts, Economist, AFL-CIO, Washington, D.C.

Central Questions:

1. How will present and predicted changes in the workplaces affect youth employment?

2. What kind of an "employee-preparation" system is needed to help youth adapt to the changing conditions of work?

Summary

Among the occurring and predicted changes in the workplaces noted by the panelists were an increase in service related jobs, a decrease in manufacturing, a growth in the number of small firms, a reduction in the rate of growth of entry level jobs and a relative hardening of traditional career paths. The effects are varied. Service industries and small firms require persons capable of performing many tasks and able to relate to people. With entry level jobs difficult to get and not likely to lead to promotions, youth are apt to get discouraged and drop out of the system.

If employment is to have meaning for youth, the panelists agreed that, despite changes, the workplaces must provide a sense of accomplishment, respect and confidence from and for the boss, a feeling of security and an opportunity to participate in some level of decision-making. These can be provided, not by changes in technology, but by changes in job preparation, management and on the job in-service programs.

Youth must be given realistic counseling about the job market in terms of the types of jobs available, location and prerequisites. Since it is neither likely that youth will hold one job for their entire life nor is it desirable that options be closed, youth should be provided with diversified skills training as well as help in setting career goals. Since jobs are likely to be in service areas, youth need help in learning how to deal with people, how to dress and behave appropriately. It cannot be taken for granted that a high school graduate will know how to take and leave phone messages, for example. Some youth may need a type of "sheltered" workshop where they are gradually given greater responsibilities.

In terms of job restructuring, panelists urged that ways be developed to link entry level jobs to career paths. To decrease employee turnover, jobs could be made less routine by giving workers more diversified responsibilities. The federal government should provide incentives to business to adopt some of these reforms, panelists stated.

Panelists urged greater linkages between schools and the private sector. Firms, particularly smaller ones, will need some type of tax incentives to get more involved in job training.

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SESSION II

THE ROLE OF INSTITUTIONS

JOB TRAINING FOR MINORITY YOUTH:

THE GAP BETWEEN THEIR SELF-PERCEPTION AND THE PUBLIC EXPECTATIONS

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In the early 1960's when I assumed the responsibility of directing the planning stage of the Harlem Youth Opportunity (HARYOU) project, I tried to communicate the following operational premises to the senior staff:

- That attempts to control juvenile delinquency in a depressed community in isolation from attempts to remedy the total pattern of social and personal pathology which pervaded these neglected communities would be an academic and moral hoax, and doomed to failure;

- That a key factor in the cycle—of unemployment, underemployment, welfare dependency, deteriorating housing, intolerably inefficient sanitation, neighborhood squalor, inadequate health services, infant mortality, self destructive alcohol and drug abuse, and mindless criminal and delinquent behavior—was the constant factor of criminally inferior education in the public schools to which deprived children are relegated;

- That inferior and inefficient education imposed upon low income and minority children in the public schools of depressed urban areas robs them of the ability to compete academically with more privileged children, limits their ability to profit from serious job training programs, and thereby dooms them to unemployment, employment as menials or to venting their frustration in various forms of anti-social behavior.

Given the validity of the above premises, it would follow that realistic attempts to provide the type of training which would prepare these neglected young people for a constructive role in society would have to start with an effective program to upgrade the quality of education provided to these children in urban public schools. This is pivotal, but it is not easy to obtain.

In seeking to understand and remedy this most serious domestic problem, one immediately confronts a critical component of the topic which I agreed to discuss at this conference, namely, the institutionalization of public expectations. In the case of deprived minority youth, the expectation of the educational institutions from the elementary grades up is negative. These children are the victims of negative stereotypes. Educational personnel, with notable exceptions, tend to perceive them as uneducable. The youth are labeled as problems, either flagrantly or euphemistically. By flagrant labeling they are said to be inherently inferior, inherently aggressive and, therefore, discipline problems. Euphemistic labeling takes the form of explaining the low academic achievement of these children by such terms as cultural disadvantage, broken homes, no books in the home and inadequate nourishment.

Whether the a priori labeling of these children is direct and flagrant on the one hand, or subtle and euphemistic on the other, both types of labeling have the same negative consequences. They function as self-fulfilling prophesies. They provide the basis for such forms of educational neglect of these children as tracking, lowering of the basic educational standards, and explaining away the intolerable academic retardation of these children in terms of the negative labeling. The role of the school and its personnel as instruments in the chronic perpetuation of educational inefficiency, as indicated in the chronic and pervasive academic retardation of minority children, is masked by the smoke screen of these self-serving explanations.

The fact remains that there can be no really serious, relevant and effective job training program for these educational casualties until there is a major upgrading of the efficiency and quality of education provided for them in the urban public schools in deprived ghetto areas. These young people cannot be trained within economically acceptable ranges of funding for other than the most menial jobs. Realistic job training programs designed to upgrade their skills and facilitate their entry into the primary labor market must first compensate for any and all deficiencies in the basic academic skills of reading, arithmetic, written and oral communication. Experience has demonstrated that this can not be done by perfunctory remedial programs.

It is the judgment of this observer that severely educationally damaged teenagers can be prepared for specific job training programs only if they are provided with an intense preliminary educational program. This basic educational program must take whatever time is necessary to bring these young people up to the required levels of reading, arithmetic and communication. Such a program would be expensive, since the majority of inner city low income minority youth would be in need of this supplementary education. In addition to the high percentage of these young people who drop out of school, the majority of those who continue through the last year of high school are academically retarded. Only a small number of these young people attending inner city schools appear to be academically undamaged and are able to compete on a single standard with more privileged youth for jobs, job training and apprenticeships in skilled occupations. This is a basic factor in the disturbingly high percentage of unemployed minority youth.

The percentage of these young people who are unemployed and underemployed will increase as long as the public schools which they attend are permitted to be criminally inefficient. The number of these young people who will not be able to profit from existing job training programs—or who will relate to such programs with cynicism, alienation and as merely another opportunity for an institutional and personal hustle—will increase as long as our educational and other social institutions regard them as expendable. The gravity of this problem in its social, economic and human dimensions can best be understood in terms of the fact that these young people who are educational casualties—who are functional illiterates—are fully aware of their predicament. They know that for them public schools are not ladders of upward mobility. They resent being blocked and rejected, and they become bitter and frustrated.

Like other human beings in our affluent society, they share the positive aspirations and the desire for upward economic mobility. Black and dark skin Hispanic youth begin their conscious life with the same desires for positive self-esteem. They want to achieve. They, too, would want a work experience which would provide them with self-respect and the symbols of status and independence which they believe other Americans enjoy. The aspirations of these young people are determined by the same social forces which influence the aspirations of middle class Americans. They are subjected to the same media exposures—the television programs, movies, magazines. Early in their lives their self-perception is molded by positive aspirations. It is reasonable to believe that they desire to play a constructive role in society and reap the rewards in positive self-esteem and personal stability.

But this normal quest for positive self-esteem and a socially acceptable self-perception is blocked and frustrated early in the lives of these rejected young people. All too soon they learn that the society as a whole—the schools, other social and governmental institutions and, indeed, even the churches—does not expect them to achieve. The youth learn from their experiences that these institutions, reflecting negative public expectations, do not respect them as human beings. Their struggle for positive self-perceptions comes in conflict with the realities of inferior education, poor housing, inadequate sanitation and pervasive human and community degradation. This conflict is deep and inescapable. It is sometimes conscious, but for the most part, it remains unconscious.

Whether conscious or not, the resulting bitterness must express itself in some form. Some of these young people internalize their desperation and seek escape either by passive acceptance of their negative status, or by self-hatred, or through drugs. Still others seek to mask their bitterness and frustration by pompous and grandiose pretentions. Probably the most tragic reactions to their negative predicament are found in those young casualties of society who seek to fight back and salvage some modicum of self-esteem through anti-social behavior. These young people act upon the assumption that they have nothing to lose. They become cynical and engage in thoughtless, non-rational acts of violence. They create the scare headlines concerning crime in the streets of our cities—and they are defiant. It is questionable whether job training programs can benefit those youngsters who have already internalized society's negative expectations and, therefore, have become passively or actively self-destructive. It is more likely that a well designed job training program, backed by the necessary educational remediation supports, could salvage a higher percentage of those young people who seek to mask their conflicts and frustration by grandiose pretense. At least these young people are continuing the struggle to salvage some part of their positive self-esteem. One can assume that it is possible to provide a reality base to their fantasies and wishful thinking through a serious job training program.

Marginal young people who have already resorted to flagrant or subtle forms of anti-social behavior tend to see all of society as a hustle. They maintain an adversary relationship with all social institutions and their agents. They seek to protect what is left of their self-esteem by taking the offensive against a society which their experience tells them expects nothing of them. The public uses their anti-social behavior as justification and reinforcement of the negative expectations. The schools suspend them as disciplinary problems. The churches have no contact with them. Their families generally are not strong enough to counter their anti-social behavior. Law enforcement agents and the courts become increasingly punitive in their attempts to protect the society from the spread of their criminal behavior. The cycle of negative public expectations, rejection, neglect and the anti-social struggle for self-esteem is reinforced—and for these marginal youth, the cycle has not yet been broken by any job training program so far devised. On the other hand, a civilized, democratic society cannot give up on even the most anti-social of its youth. They are not expendable.

What are some of the practical implications of this analysis of the gap between the self-perception—the desire for positive self-esteem—and public expectations or public ambivalence toward these minority youth? What are some of the imperatives essential for the development of a serious program designed to bring these young people into a constructive contributory role in the society?

A serious youth development, youth training program must meet at least the following criteria:

- It must understand the extent to which past rejection and dehumanization have damaged the human beings who are to be helped. These harsh facts cannot be masked by euphemisms and double talk. Nor can the victims be blamed for the negative symptoms of their victimization. It must be based upon the rationale of seeking serious remedies for past victimized status. It must be clear that these young people are in need of this special training program because the basic institutions which should have prepared them failed to do so.

- A serious job training program must include an educational foundation which will provide these youth with the basic academic skills of reading, math and communication necessary to be effective on the job. Whatever the time and money necessary to do this, it must be done—even while duplicating the public schools. If this is not done, the specific job training program is doomed to the status of a cruel hoax.

- The young people who are being trained for jobs must be trained for specific jobs which are available. These jobs must contribute to a sense of personal achievement as a basis for realistic positive self-esteem.

- Previously rejecting institutions and decision makers must be made to understand that a serious program to salvage the casualties of past rejection will benefit everyone—since it will be the basis of social and economic stability for all.

Session II

Coordination, cooperation, collaboration: Do these terms still have real meaning in our policy debates? Or are they, as Paul Ylvisaker suggested later in the conference, merely the rhetoric we revert to when we realize that the job is too big, the countering forces too strong? Do we, confronted with overwhelming tasks, call for better "coordination" as the solution, as the glue to hold our efforts together, hoping that this patched-up whole will exceed its component parts, or at least shift the blame for our failures?

Following Dr. Kenneth Clark's rather controversial address, eleven different panels gathered to discuss the roles of various of the institutions which affect young people's growth and development. Each panel sought the points of view of representative panelists from education, the CETA system, community-based organizations, the employer community and from youth themselves. Each followed the same format, looking for insights to the problems of coordination at the national government level and at the local level, with a specific focus on the so-called "school to work transition".

While both cynical and over-optimistic views abounded, realists prevailed, with several excellent discussions of current and possible institutional roles. Several cautions were offered to the advocates of institutional cooperation. One cynic warned that "an institution tends to get interested in coordinating with other institutions when the former lacks money and hopes to get it from the latter". Or, thought still another, we might divert our attention from the immediate problems at hand by focusing on the process - coordination - rather than on the objectives or product of what we really do.

After panelists had staked out their respective territories, much of the discussion in the eleven symposia got down to the nuts and bolts of coordinating youth activities, especially at the federal and local levels. The freedom and creativity allowed by diversity tends to penalize young people towards the bottom — school dropouts, offenders and minority youth that CETA is designed to serve. They need the safety net of a comprehensive and responsive set of coordinated services. That schools and school personnel acknowledged that need was reassuring to some community-based and CETA organization people, since many had come to the conference questioning that commitment by educators.

Generally, it was conceded that each institutional party to the youth service enterprise tended to have unfair or unrealistic expectations of the others. Joint efforts would require, some suggested, more empathy for each others' particular view of the world and a better ability to transcend differences and seek common approaches.

Several general points of agreement, as well as contention, emerged from the afternoon's symposia. While none stayed strictly on the agenda topics, headings are generally helpful for presenting areas of common understanding, and of difference.

The Federal Level

The federal government, according to the panelists, is a better advocate of coordination than it is a practitioner, though some note was made of the efforts between HEW and DOL spurred by YEDPA. But the separate federal tracks — juvenile justice, employment and training, education — result in fragmentation at the local level (for the disabled, add rehabilitation to the equation). And while YEDPA attempts to increase the number of youth jobs, social security and minimum wage laws reduce the number of jobs youth can expect to get. Local cooperation is made harder by federally-instituted fragmentation.

One panelist asked only this from the feds: "Collaboration should start out at the federal level with consistent, cohesive policies, but specific roles should not be rigidly set. Flexibility is needed to evolve linkages that fit local capabilities and needs." The word "evolve" is important and if new youth legislation requires coordination (e.g. through incentive funding), conferees insist that adequate planning time be allowed to design local collaborative efforts.

Specifically in the designing of new or renewed youth legislation, panelists and participants alike had specific ideas. There was general support for the 22% provision of YETP, though some educators would like to see the proportion rise, and some CETA and CBO people would like similar sign-off and joint planning provisions in federal education programs aimed at the same population. There was also support for the general concept of incentive funding, with or without a 22% tag. Conferees also called for longer term funding, citing the uncertainties and low morale caused by the present year to year system.

In addition to asking federal policymakers to take local concerns to heart in designing the new YEDPA, local officials in the panels put the burden on themselves. Local people, several agreed, need to take an active agressive role with Congress in the design of the new law, and with DOL in the writing of regulations.

Prime Sponsors and LEAs

To understand the potential for and barriers to collaboration, it is important to comprehend how different LEAs are from CETA. The most important differences described by participants in Session II were:

CETA has relatively narrower goals, serving a specific population and preparing its clients for jobs. Public schools have both broader goals and serve anyone who enrolls. (Employability training, many conferees noted, is not a universally-accepted public school goal. If it were, the schools might do more.)

CETA is perceived as being volatile and unstable, characterized by ever changing priorities and resources. Schools are stable (if troubled) institutions with relatively greater staff and program continuity.

- CETA is a federal system, with policy and dollars coming from Washington albeit with considerable local power and direction. Schools are much more a state and local affair, with federal programs and money a marginal, though important, part of the picture.

Achieving collaboration between two such disparate institutions is clearly not an easy matter. Repeated references were made to the "spirit" required for effective cooperation. ("Institutions do not work together; people do.") In places where the spirit exists, it has taken strong political leadership at the top as well as a desire to better serve young people.

Several panelists noted that among the institutions to be discussed, the states were conspicuous by their absence. State government, with its discretionary resources and broad goals, can play a lead role in rationalizing youth services. Although their role within CETA is limited, state government has considerable power in establishing and enforcing priorities for the public school.

It was clear to most participants, that - given even minimal federal coordination - even simply less prescription - the key to collaborative success was local initiative. Numerous examples were citied of local people - CETA and school alike - initiating dialogue, joint planning and coordinated programming - often despite long histories of dispute and noncommunication between institutions.

Community-based Organization

There was general agreement on the legitimacy of a role for community-based organizations. There was less agreement among participants over precisely what form that role should take. Clearly CBOs were accepted as a legitimate neighborhood-based agent of the recruitment and outreach, training, and support--ive service components of the CETA system. Most agreed that CBOs play a significant role in the delivery of employment and training services to young people who are out-of-school and out-of-work. The areas of greatest difference were found in the discussions about alternative education for school-aged youth. At the same time, nearly all agreed that long-term institutional arrangements needed to be found for the provision of basic educational services of young people who have left the "mainstream" system. What those institutional arrangements might be was an issue which, to put it mildly, did not achieve consensus. Many educators argued that the schools should claim exclusive responsibility for providing basic, vocational, or alternative education since the schools have nationally recognized performance standards and creditialized staff. Therefore, they generally leaned toward the view that any alternative education programs sponsored outside of the school system should require an LEA sign-off. CBOs argued that it is unrealistic to award schools the presumptive role in serving a dropout population that has already demonstratively rejected the schools as the appropriate institution to meet their particular needs. These youth can only learn in an atmosphere free of the institutional rigidities and artificial credentials that are perceived to characterize public school systems. Despite the lack of consensus, there are many encouraging local examples of LEA/CBO partnerships, including a SER sponsored project in which arrangements have been made for non-creditialized SER staff to spend time in the schools providing a variety of counseling and individual services to youth and their parents.

The Private Sector

Several noteworthy suggestions were made about the involvement of the private sector. The most important was the need to set up a single and direct federal and local relationship. In the past, even well motivated companies have "dabbled" in employment programs for youth, with small efforts scattered about, leaving little lasting effect. Business is confused by the alphabet soup of government programs which come and go before they can be comprehended. Many participants urged that considerable support be given to the developing Private Industry Councils, since they appeared to show some promise of providing the continuity of a much needed focus for local efforts. Many school personnel were learning about the PICs for the first time and urged that a better job be done of making educators aware of the potential of this new initiative.

Panelists familiar with recent YEDPA efforts urged more serious federal consideration of experiments with different forms of wage subsidy in the private sector, particularly dealing with SSA, UI, the credits and bonuses.

The Targeted Jobs Tax Credit was cited by several panelists as the best-kept secret in the federal arsenal for dealing with the private sector. If this initiative were going to be genuinely tested, companies were going to have to learn of its existence, and the federal government must devise a simplified procedural method for enhancing its use.

Finally, several participants foreshadowed Paul Ylvisaker's later point about the potential of private industry to make more than a token contribution in financing programs. Several model programs initiated by private firms were described, and an argument generally agreed upon for the private sector to become a more thorough partner in the enterprise, rather than simply to be seen as the end-goal employer of the products of everyone else's work.

School to Work Transition

Several concrete recommendations emerged about improving the school to work connection. Many conferees expressed support for beginning career exposure and even work experience at a much earlier age — 12-15 — and cited examples of successful middle and junior high programs. The "ounce of prevention" cliche applies.

Educators suggested that the employment and training system could learn much from the new emphasis in schools on "individualizing" instruction. For example, under P.L. 94-14, all handicapped youth must have Individual Education Plans, carefully constructed and carried out. Some localities have taken this step further and created Education and Employment Development Plans, potentially useful tools in assessing both student and program progress. Yet the potential benefits of individualized Economic and Employment Development Plans must be weighed against the potential dangers of creating a system that is impractical to implement on a massive scale, particularly in urban areas. More often than not, some claimed these individual plans become an end in themselves, which does nothing more than create expectations that are difficult to realize. In any case, most agreed that specifying learning goals and how they will be measured can give programs the learner focus they too often lack.

There was strong support for continuing to broaden the counseling services available to youth. That the schools alone cannot do the job is clear. Community agencies help fill an important gap, and the ranges of counseling available to youth need to be broadened. It is not likely that the college placement counseling emphasis of the schools will change very quickly.

A very serious shortcoming of training programs was identified as the absence of good job placement services. Here too, the schools are not likely to play an active role, so other agencies must fill the void. The New Private Industry Councils were suggested as a centralizing (coordinating) possibility.

In the most general terms, conferees called for a "sequencing" of services. Which institution offers a service is not so important. What is important is that the appropriate service is available, and that each institution knows how to direct a young person to that service and knows how to track and follow-up to assure that the service was provided, and the bridge is crossed to the next step.

One final suggestion for improving current services deserves mention. Youth need to be consulted more often and in comfortable settings to determine their own needs. The rhetoric of youth participation in YEDPA far exceed the reality. Until we believe that young people have something important to say, we probably will not be very good listeners.

SESSION III

YOUTH INITIATIVES: EXPERIENCE TO DATE

YOUTH EMPLOYMENT SERVICES:

ACCOMPLISHMENTS TO DATE

F. RAY MARSHALL

SECRETARY of LABOR

As Secretary of Labor, and before as an economist and educator, I have been deeply concerned about the problem of youth unemployment. We are no longer talking about a transitory event. In the past, we expected young people to be unemployed frequently, but to find steady work as they matured. Through the 1960's and 70's, however, we have seen a growing permanence to this unemployment—young people coming of age without ever holding a steady job, staying mostly unemployed during their young adulthood, with a future seemingly foreclosed.

At the heart of the problem is a cruel paradox: You can't get work unless you have the skills and education. And you can't get the skills and education unless you get work. In an economy which demands ever-improving skills from its workers, that paradox is likely to grow — unless we strengthen programs necessary to teach young people the skills they need.

Fortunately, we've made considerable progress already. Since President Carter took office the economy has added 8½ million new jobs. Many of those jobs have gone to young people, especially young blacks. After several years in which the number of young nonwhites working actually declined, this number has increased by 17.5 percent since early 1977. We've reduced overall employment from eight percent to six percent.

The stark reality of youth unemployment remains with us, however, particularly for disadvantaged and minority youth. In August, teenage unemployment was 15.7 percent; for nonwhite teenagers, it was 32.5 percent.

In the last few years, we've recognized the strong link between joblessness and schools. For a variety of reasons — including that it costs a lot more now to keep a family going — the number of employed high school students has doubled in the last 15 years. More than half of the teenagers in the workforce are students. So we must recognize the in-school dimensions of this problem.

And we know the severe unemployment problems of school dropouts. The unemployment rate is twice as high for dropouts as for high school graduates. The chances of being unemployed within the first two years of dropping out of school are one in three for all teenagers and one in two for nonwhites. Clearly, the need has been to keep students in school, and while there, to prepare them for the job market.

The Carter administration has already taken steps toward helping youth for the job market. One of the unsung successes of the last three years has been the historically unprecedented expansion of employment and training efforts for youth, and the creation of strong linkages between education and work.

These accomplishments are especially notable in comparison with the recent past. After a heavy emphasis on youth in the 1960's poverty programs, public attention turned elsewhere in this decade. Year-round employment and training opportunities for youth actually declined, even as the youth population grew dramatically.

By 1977, the situation had deteriorated to the point where dramatic action was required. This came with the enactment of the Youth Employment and Demonstration Projects Act (YEDPA).

The act set in motion a massive job creation program for both in- and out-of- school youth. In its first year, Fiscal 1978, it created over 230,000 jobs and training positions — doubling the number of youths served in 1977 — and surpassing in one year the total served in two-and-a-half years of the war on poverty. This also accounted for nine-tenths of the employment growth for nonwhite teenagers and for two-fifths of that for all teenagers. Moreover, one quarter of a million of those participants in YEDPA programs were students.

YEDPA did more than just alleviate youth joblessness. This initiative forged a new link between education and work while significantly increasing the quality of youth programs. It enabled that the Department of Labor to join forces with proponents of career, vocational and cooperative education and others who were working toward many of the same goals, not just because of legislative mandates, but also because of truly common interests.

The Labor Department and HEW promoted year-round programming and the integration of education and work-related activities for in-school youth not only in the YEDPA programs, but in the Summer Youth Employment Program and Job Corps as well. We have helped to improve the quality of local programs by encouraging schools to grant academic credit to participants and by placing greater emphasis on the developmental aspects of YEDPA Programs. For example, the Fairfax County, Virginia schools now have a program for dropouts and potential dropouts that grants credit for work experience and upgrades basic and job-seeking skills. In Livonia, Michigan, three community colleges work with an area work-education council to link disadvantaged young people with both educational and employment opportunites.

In carrying out legislative provisions, we have increased the leverage of state level agencies in facilitating CETA-education coordination. We have also jointly developed numerous technical assistance guides on specific education issues, as well identifying successful models of cooperation.

In areas where legislative mandates already overlap, or are complementary, the two departments have used discretionary funds to encourage local CETA and education programs to combine funding sources and consolidate operations. The objective is to coordinate and use current resources more effectively.

We've encouraged exemplary in-school programs for counseling, academic credit, private sector participation, youth involvement, services to high risk youth and the handicapped. Over $30 million have gone for exemplary in-school programs.

Other incentive programs have promoted links of CETA with vocational education, with post-secondary educational programs, and with upward bound, as well as in support of local work-education councils.

We've also used discretionary funds to give us a better understanding of what works and why. The largest and most broad ranging of these is the Youth Incentive Entitlement Pilot Project, a congressionally-mandated demonstration program to assess the impact of a job guarantee on school retention, return and completion. In addition, we tested such options as the GI Bill approach for CETA participants, using the apprenticeship system in schools, and increased involvement of community based groups in a school-to-work transition beginning in the junior and senior years. We are studying career information activities and their effectiveness in helping young people make the transition from school to work. We are also testing alternate instructional methodologies in a large scale educational improvement effort under the Job Corps.

Many of these experimental and demonstration projects and incentive projects have yet to bear fruit. We have, however, begun to sort out fact from the false issues that have sometimes distracted us.

As a start, we have reached consensus on the following basic principles:

First, youth employment and education are integrally related, and any policy which addresses the job needs of young people must address work and education comprehensively.

Second, we must recognize the developmental stages of young people, and must work with them in different ways depending on their maturity and readiness to benefit from these interventions. For some, relatively short-term transitional employment or skill training may be appropriate. Others may need longer-term learning activities.

Third, we must ensure that all young people get the chance to develop their capacities fully to compete in the labor market. But we must also target our services on those youth most in need — the economically disadvantaged, the handicapped, the adolescent parent, the young offenders, the high school dropout, the potential dropout, in other words, the person who, for a number of reasons has been denied access to education or has otherwise not be adequately prepared.

Fourth, to achieve this, we must keep improving the capacity of the CETA system to provide employability development assistance, and the education system to provide basic skills and intensive career training through vocational education. We should ensure that the Federal/State Employment Security System and Apprenticeship Programs focus renewed emphasis on youth. And we must continue to provide special assistance to geographic areas with severe economic and social problems.

Fifth, we must expand efforts with the private sector, employers and unions.

Finally, we must continue to join forces with community-based organizations and other institutions that have the demonstrated capability to work with youth in need of assistance.

We can all be proud of the enormous progress we have made in the last several years toward these goals. The challenge now is to build on this base to improve further our services. With YEDPA authorization expiring at the end of F.Y. 1980, we have the opportunity to put our experience to good use and to strengthen cooperation.

Youth employment and education programming calls for a unique partnership of local, state and federal interests pulling together. With creativity and good will we can knit these interests into unified assault on the problems of youth employment and employability development. Institutional communication boils down to individual relationships based on mutual trust and respect. These cannot be legislated or mandated with regulations; yet without them we cannot move ahead.

Practitioners like you know how to develop workable solutions to problems that hinder program implementation. This creativity borne out of necessity should serve as the basis for needed legislative and regulatory reform.

This meeting, then, should help us both assess the lessons of YEDPA and other work and education efforts for youth, to learn better what is happening and what works at the local level, to reach some consensus about policy directions for the 1980s, and, most of all, to continue the collaboration between the education and work committees.

III. 1 Entitlement

Moderator: Beneta Burt, Assistant Director, Governor's Office, Jackson, Mississippi

Presenters: Linda Harris, Manager, Research and Evaluation, Mayor's Office of Manpower Resources, Baltimore, Maryland

William Koloff, Director, Youth Incentive Entitlement Program Detroit, Michigan

Ernst Stromsdorfer, Vice President, Abt Associates, Cambridge, Massachusetts

Central Questions:

1. What has been the impact on the school systems? Has attendance and retention improved? Have young people re-enrolled because of Entitlement? When will formal research be prepared with definitive answers?

2. Is Entitlement serving the population it was intended to serve?

3. What led to the trend toward "enrichment" programs and alternative education for eligible drop-outs? What has been successful?

Summary:

There is a great interest in the Entitlement Program as a model of the direction youth programs should take nationally. Although the program was forced into a too rapid implementation, administration has now stabilized and preliminary data is now available. Younger students, i.e. under 17, are taking greatest advantage of the program. About one-fourth of the participants come from families receiving AFDC; 75 per cent participate in some form of public assistance. In the cities, the rate of black participation in the program is high. Males and females are represented in roughly equal numbers. But the "bigger" questions of school retention, job placement and follow-up are not yet answered, and answers should not be expected too quickly.

Panelists noted several features of the Entitlement Program which are of great interest. One is the opportunity for subsidized worksites in the private sector, the only CETA program in which this is allowed. Although most entitlement jobs are in the public sector, panelists noted the potential of linking with the private sector, and favored expansion of private sector involvement. Panelists also discussed the evolution of "enrichment" and alternative education programs which became crucial to attracting drop-outs to Entitlement.

There was a feeling the Hispanic populations are not well enough represented in the current entitlement projects, though this may be attributed to the geographic location of the seven major test sites (Baltimore, Boston, Cincinnati, Denver, Detroit, Mississippi, and Seattle). Some sentiment was expressed for using achievement as well as income as criteria for acceptance into the program, thus allowing participation by low achievers who do not presently meet income test.

One aspect of the Abt studies of Entitlement will be examinations of the distribution of time between the workplace and academics under the present Entitlement guidelines.

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III. 2 In-School Exemplary Programs

Moderator: C. Benjamin Lattimore, Executive Director, Youthwork Inc., Washington, D.C.

Presenters: Fred Monaco, Director, Student Placement Programs, Pittsburgh, Pennsylvania.

Richard Spees, Vice President for Public Affairs, Western Region, Kaiser Aluminum, Oakland, California.

James Webster, Consultant, Summer on the Move Program, Kaiser Aluminum and Allied Chemical, Oakland, California.

Phillip Yourish, Program Director, Independence High School, Newark, New Jersey.

Central Questions:

1. What factors contribute to successful Youthwork Programs?
2. What institutional changes have occurred as a result of CETA/LEA relationships. Can programs be institutionalized?

Summary

Youth can help themselves if they are given a structured environment, held responsible for their actions, are treated as mature individuals and are taught realistic job skills and rigorous academics. "Phenomenal" results were reported by programs such as Kaiser's Summer on the Move when youth participated in demanding work-education program. While the youth understood that failure to perform adequately would mean dismissal, they also received intensive, supportive help.

If youth are to become productive members of society, the private sector must be involved with the schools. In planning programs the panelists stated that industry should be involved from the beginning. While large corporations can afford to initiate and support employment programs, smaller firms may need financial incentives from the government. The panelists urged, however, that the federal government's role be one of support and not domination.

Flexibility both within and among institutions is a key to success. Schools such as Independence High School which are relatively free from bureaucratic red tape can design programs that meet the needs of an individual. Willingness to merge funding and to use the resources of the entire community are also essential.

While the panelists stated that all institutions must be involved if youth unemployment is to be solved, they stated that basic skills is probably best done in schools and job training in the private sector. Each institution must tie into the other, however.

Rigid targeting often destroys the possibility of success according to the panelist. Programs work best when there is a mix of youth in terms of income, motivation and achievement level. Some changes in the present legislation should be made that encourages such mixing.

III.3 Private Sector Linkages

Moderator: Graham Finney, Corporation for Public/Private Ventures

Presenters: Robert Feagles, Travelers Insurance Co., Hartford, Connecticut.

Rudy Leonardi, Open Road, San Francisco, California.

Millicent Woods, U.S. Chamber of Commerce, Washington, D.C.

Central Questions:

1. Under what circumstances are large and small private sector employers likely to hire disadvantaged youth?
2. What can government do to improve the access of youth to private sector employment?
3. What are the key linkages between private employers and educational and training programs in the employment of disadvantaged youth?

Summary

The panel representated a cross section of people involved with attempts to promote greater involvement of the private sector in employment and training of youth. The obstacles are many, above all, a lack of information among private employers about existing incentives for them to train and employ youth. Structural obstacles such as the minimum wage laws and various benefits program which make youth unattractive employees were also discussed.

There was considerable discussion of two of the most prominent incentive programs: on-the-job training contracts and the targeted job tax credit program. Both were seen as problematic for large and small employers alike. Modifications are needed in OJT programs in order to simplify paper work and other administrative requirements, and to take into account the special training needs which youth have, especially their lack of basic skills. The panelists felt that too much emphasis has been placed on working with larger employers, and efforts with smaller employers may be more successful.

Although efforts to link the private sector with the schools, such as the "adopt a school" program in many cities, are few, panelists stated that employers find it easier to work with the schools than with the employment and training system.

Ways of combining public and private resources were discussed at length, including the creation of small businesses which are profit making and serve as training sites for youth. The new Private Industry Councils were viewed as the logical body to coordinate such efforts as well as efforts to link these training programs with local plans for economic development.

The conflict between business' rather clearcut objective of making a profit, and the schools' and CETA's "human service" goals can only be overcome through seeking and testing incentives for the private sector's active participation. A variety of incentives must be tested, and information about their successes and failures has to be communicated.

The commitment to greater private sector involvement is now reflected in the PICs and Title VII of CETA. We are just beginning these efforts, and it will take time for them to have any major impact on problems associated with youth unemployment.

III.4 Residential Approaches

Moderator: Kit Cartwright, Director, Los Angeles Job Corps Center, Los Angeles, California.

Presenters: David Carrsco, Director, El Paso Job Corps Center, El Paso, Texas.

Jerry Oettle, Director, Breckinridge Job Corps Center, Morganfield, Kentucky.

Central Questions:

1. How is a residential experience different from a community-based experience? Is it more effective for changing performance and attitude?
2. What alternative educational curricula are provided?

Summary

As the initial OEO effort in the War on Poverty, the Job Corps has become the most successful Department of Labor program, according to the panelists. Almost 40,000 disadvantaged, generally hard to reach youth are served each year in a residential setting. Dropout rates are comparatively low and placement rates high.

Residential approaches are successful for a number of reasons. For some youth it is an opportunity to get away from disruptive and negative home and community environments. For others, it serves as a transitional step from dependence at home to independent adult living. For all, it means a 24-hour experience which requires a serious decision on the part of the youth.

The comprehensive approach of a residential experience helps reinforce positive behaviors and attitudes. Work, academics, and home life can be integrated. The group spirit helps reinforce the individual's commitment.

The panelists warned that there is a danger that Job Corps might be viewed as a "dumping grounds" by the schools, or as an alternative to a punitive institution. While the panel stated that Job Corps could serve troubled youth, they urged that it be considered a viable option for all youth before they are in trouble. More extensive recruiting could help broaden the population served by Job Corps.

Panelists urged that regular meetings of National Center Directors be held to encourage the sharing of successful strategies and tactics.

III.5 Career Education and Experiential Learning

Moderator: Kenneth Hoyt, Director, Office of Career Education, USOE
Washington, D.C.

Presenters: Walter Davis, Director of Education, AFL-CIO,
Washington, D.C.

Bea Forrest, Women's American ORT, Evanston, Illinois.

Rayma Page, Chairman, Lee County District School Board,
Fort Myers, Florida.

Robert Wise, Assistant Director, Education, Home, Community
and Work Program, National Institute of Education,
Washington, D.C.

Central Questions:

1. How can institutions better prepare youth for careers?
2. How should community organizations and private employers interact with the employment and training and the educational system in promoting career education?

Summary

In a rapidly changing economy where most people will make several occupational changes in their lifetime, it is essential that youth be equipped with general employability skills and attitudes that will give them maximum flexibility and adaptability. Such attitudes and skills include basic academics, work habits, decision-making ability, knowledge of career options and ability to humanize the workplace for oneself. Providing these skills is the goal of career education, according to the panelists.

Longitudinal programs, beginning in elementary school, are necessary to develop these skills. These programs must involve the entire educational system, not just vocational education teachers, and must be linked to the resources of the local, state and federal community and governments.

The panelists stressed that there are two types of job experiences for youth which should be provided, depending on the need of the individual. For those with clearly defined career goals, specific entry level skills training or intensive experience with one job may be appropriate. For those less sure, career development jobs which provide a variety of experiences and encourage career awareness is more appropriate.

Programs providing work experiences for youth must be well structured, according to the panelists. Sites must be evaluated in terms of learning objectives including the development of academic skills. An adult learning coordinator must be continually involved with the youth who develop assessment procedures based on the individual goals of the youth.

Career education programs work best when the resources of the entire community are involved. Not only does this provide more resources, but it also makes it possible to provide more enriched experiences closer to the reality of work and to reach youth in various settings.

III. 6 Vocational Education

Moderator: Daniel Dunham, Deputy Commissioner, Adult and Continuing Education, USOE

Presenters: Gene Bottoms, Executive Director, American Vocational Association, Roslyn, Virginia

Phyllis McCure, NAACP Legal Defense and Educational Fund, Washington, D.C.

George Quarles, Chief Administrator, Career Education, New York City Board of Education, New York

Central Questions:

1. Occupational skills training: who should do it, in what setting, and at what stage of a young person's education?

2. Studies have cited vocational education's difficulties with access for low-income, minority, and handicapped youth. Is this a fair assessment, and can changes be expected?

3. What new directions are seen for vocational education in the next decade? What legislative or structural changes will be necessary?

Summary:

The Vocational Education Act has one more year of authorization and Congress will have to turn its attention thereafter it finishes reconsideration of YEDPA. Many of the issues are the same, and one panelist suggested delaying YEDPA reauthorization for one year so that it and the Vocational Education Act could be considered together. Everyone agreed that greater coordination between CETA and Vocational Education is needed at the federal level, and the YEDPA delay recommendation was the firmest idea about how it might be accomplished. Panelists stated that YEDPA has already caused much greater communication between the two arms of government, and supported the 22 per cent mandated CETA/LEA linkage YETP.

Much of the symposium focused on the question of targeting of vocational funds. The demand for vocational education has never been stronger, indicative of the desire for "careerism" among youth at a time when the economic future does not seem bright. But the training resources do not currently exist, especially in urban areas where demand is very high.

Panelists also debated the role of basic skills, with some questioning present federal policy which is more generous to vocational training, but not very generous to the teaching of basic skills. Given employers frequent refrain that all they need for job success is a young person who shows up on time and can read and write, the debate over the mix of academic and vocational skills is likely to continue.

Panelist discussed shortcomings in the present vocational system, especially programs dealing with sex equity and job training programs for handicapped.

III.7 Community-Based Organization Programs

Moderator: Edith Phelps, National Executive Director, Girls' Clubs of America, New York, New York.

Presenters: Chris Bogden, Executive Director, COIL PREP, Baltimore, Maryland.

Robert Jackson, Program Manager, OIC Career Intern Program, Philadelphia, Pennsylvania.

Central Questions:

1. What particular skills, insights, or contacts do CBOs bring to the problems of education and job preparation? What other services do they perform?

2. Are there especially successful models of CBO collaboration with schools? With local CETA systems?

3. How, at the federal, state and local level, should CBOs be integrated into the partnership of "Workplaces and Classrooms"?

Summary

Although great variety exists among the community-based organizations, the panelists agreed that they involve all elements of the local community, cutting across traditional institutional boundaries to achieve a common goal and are often responsive to the people of a particular section of an urban area. While many of the CBOs serve economically and educationally disadvantaged youth exclusively, others serve a broader spectrum.

CBOs provide alternative delivery systems that have been particularly effective in reaching potential and actual dropouts. The youth do not associate the programs with schools where they have experienced repeated failure. CBOs can usually be more flexible than traditional institutions. While the programs emphasize basic skills and job placements, long term employability and career development needs are also met.

Despite their contributions, CBOs are generally treated as adversaries rather than partners by LEAs and, often, by prime sponsors and are not included in the policy and planning process. Some panelists stated that CBOs should have sign off rights on prime sponsor agreements and that a set aside for CBOs be mandated.

Panelists agreed that stricter accountability procedures are needed. Prime sponsors should see that what is supposed to happen, in fact, does happen. While federal guidelines are necessary, Congress should seek the advice of local groups before writing legislation. Whatever standards are legislated, should provide for local flexibility and involvement of the community. CBOs rejected the idea that their personnel be required to have the same credentials as LEA staff.

III. 8 Alternative Education

Moderator: Jack Wuest, Coordinator, Alternative Schools Network, Chicago, Illinois

Presenters: Elaine Gelinas, Director EdCo Triple E Program, Brookline, Massachusetts

Irving Hamer, Headmaster, Park Heights Street Academy, Baltimore, Maryland

Al McMahill, Deputy Director, Employment and Economic Policy Administration, Boston, Massachusetts

Central Questions:

1. Should there be alternatives within the existing public school system, or alternatives to the public schools, or both?
2. Which youth are best served by alternative education?
3. What are the program components that contribute to the success of alternative education programs and how can they be adapted to meet the needs of other communities?

Summary

This symposium focused on the features of alternative education which prove successful with youth who have not succeeded in the regular high schools, and described two relatively large alternative school systems, the neighborhood-based Chicago Alternative Schools Network, and several community-based organization-operated alternatives which are part of the Boston entitlement project.

Several philosophical points were made regarding how youth should be treated. "Refrain from 'changing' youth, and instead, understand them." In the case of the Alternative Schools Network, the schools' goals include community development through youth involved businesses, clean-up projects and experiences with problem solving.

Relations between non-LEA alternatives and the public schools were discussed at length. In Boston, for example, there are several precedents for the schools granting credit for classes run by CBOs. Most youth in alternatives, however, are preparing for the GED. Other political factors were discussed, including maintaining good relations with CETA and the LEAs, and building a constituency for the alternative projects.

The rest of the discussion dealt with the factors which make alternatives work. Panelists discussed the characteristics of successful adults who participate in leadership roles in alternative settings: firmness, sense of humor, pragmatic altruism. They noted the absence of training programs for teachers and counselors who want to work in alternative settings. For a full discussion of these factors, see the summary of Session IV. 7 which also focused on alternative schools.

III.10 The Role of Post-Secondary Institutions

Moderator: Joanne McDonald, Program Officer, Fund for the Improvement of Postsecondary Education. USOE, Washington, D.C.

Presenters: Torrey Stroud, Coordinator, Peer Influence Project, Lenoir Community College, Kinston, North Carolina.

Arthur Thomas, Vice President, Academic Affairs, Central State University, Wilberforce, Ohio.

Central Questions:

1. What has been, is and should be the role of postsecondary institutions?
2. Is there a role in basic education for postsecondary institutions? Who should be served, and with what kinds of programs?
3. What kind of funding is needed and how should it be distributed?

Summary

Community colleges have traditionally served local students by preparing them for jobs in their local communities. Over half the minority college graduates are from community colleges, which have traditionally been more student than academically oriented, and have never been afraid to teach students what they need and want to know in preparation for jobs in local communities.

There was general agreement that there is a role for basic education in postsecondary institutions in providing "generic skills," that is, skills which make youth more employable. Moreover, many believed that academic credit should be offered for work experiences. Several pointed to the need for special programs for the aged, career changers and welfare recipients, and for special transitional programs between high school and college as well as between school and work. The concept of the "middle college," such as in Baltimore, which provides training in basic skills, financial assistance and counseling, was suggested. The Peer Influence Project at Lenoir Community College was cited as an exemplary program providing tutoring, vocational exploration and work experience.

One point made forcefully is that community colleges, like many other institutions, want to be allowed to apply directly for CETA funds. They want a full partnership with prime sponsors with direct and separate funding, rather than a set-aside from prime sponsor funding such as LEAs have.

Postsecondary institutions also want funding for existing activities, and point to the fact that many institutions already have programs related to work experience and the disadvantaged and minority populations. Ways should be found to supplement such programs without supplanting them.

Programs should be developed, many suggested, that would allow CBOs, LEAs and industry to explore ways of establishing cooperative mechanisms to reduce institutional barriers to public school involvement in youth transition to work programs. These barriers include school attendance laws, geographic and transportation barriers, and employers' attitudes toward young workers.

III. 9 Statewide Coordination Programs

Moderator: Joan Wills, Director, EVTP, National Governors' Association, Washington, D.C.

Presenters: Joleen Durken, Supervisor, CETA Education Linkage Unit, Department of Education, St. Paul, Minnesota

Deborah Neff, Special Assistant for Manpower Services, Office of the Governor, Wilmington, Delaware.

Joyce Walker, Youth Coordinator, Department of Economic Security, St. Paul, Minnesota.

Central Questions:

1. What standards should be used by states to determine "guidelines" for academic credit?
2. What mechanisms should be used for awarding credit for occupational skill training?
3. How can states be helpful to local CETA prime sponsors in the development of alternative education programs for high school dropouts?
4. Does CETA income targeting inhibit coordination between schools and CETA? What is the role of the state?

Summary

Under YETPA, five percent of the funds are set aside for the governor's use. These funds can be effective in encouraging state and local cooperation and leveraging additional funds from the state legislatures, according to the panelists.

To be successful, the states must create an atmosphere of cooperation, avoiding any hint of partiality toward schools or prime sponsors. Such simple tactics as housing the state bureaus of employment and training and education together help to increase understanding and eliminate status fights. Rather than setting specific guidelines for awarding academic credit, states can create an atmosphere that encourages schools to award credit for job experiences. Distributing written descriptions of successful programs and how-to-do-it packages encourages participation.

In setting up advisory councils, states should insure that all institutions are involved from the beginning. It is particularly important that the private sector be part of the planning process.

Joint funding of work-education projects by the school systems and CETA encourages coordination and more active participation. It would be better for state personnel to show how this could be done or to encourage the legislature to increase resources rather than to mandate such action. States can mobilize "clout" better than local personnel.

Panelists pointed out that change and cooperation take time. Time spent in the early stages eliminating stereotyped thinking, learning each other's language and jargon and articulating goals pays off in long term cooperation.

III.11 Community Collaborative Councils

Moderator: Richard Ungerer, Director, Work Education Consortium Project, National Manpower Institute, Washington, D.C.

Presenters: Robert Robinson, Executive Vice-President, Negro Trade Union Leadership Council, Philadelphia, Pennsylvania.

Ann Ross, Director, Lexington Education Work Council, Lexington, Kentucky.

Henry Weiss, Executive Vice President, Industry Education Council, Burlingame, California.

Central Questions

1. How do local councils differ?
2. How can councils maximize local resources?
3. What should be the role of private industry, school systems and trade councils? Federal government?

Summary

Councils should be viewed in terms of process and not simply specific outcomes. Collaboration and cooperation take time, but the establishment of a network of services will do much to meet the needs of youth and to ensure institutional cooperation.

Because councils are local they can and should reflect the wide variation in community needs, resources and interests. In Lexington, for example, the council began because community leaders believed it was important to raise public awareness about the problem of youth unemployment. In other areas such as Burlingame, private industry leaders, concerned that youth were not prepared for jobs, initiated the council. Some councils get involved in specific training; others serve as information exchange centers.

The panelists agreed that the variation in the councils should be maintained. While the federal government may need to give financial support, it should not mandate the form of the councils nor prescribe what they should do. CETA money flowing to the councils should be kept as strings free as possible, according to the panelists.

Although variation is important, experience has taught that full participation by the private sector and unions is essential if councils are to be successful. Where business leaders see corporate advantage in participating in youth employment programs, they will give active support.

SESSION IV

YOUTH INITIATIVES: PUTTING WHAT WE KNOW INTO PRACTICE

The Universe and the Sparrow

Paul N. Ylvisaker
Dean of the Faculty
Harvard Graduate School of Education

In introducing me today, one piece of credibility was not added: I have been fired from a job. While Commissioner of the Department of Community Affairs in New Jersey, we did some outrageous things, not least was to prepare legislation to change state land use regulations to get rid of snob and class zoning. When time came for the next gubernatorial election, six Republicans got up, each following the other, and said "if there's one thing that we are going to do, it will be to get rid of Paul Ylvisaker." That's the only campaign promise I think that has ever been fulfilled. I was given three days notice, two days pay and hit the streets as a consultant. I hope that makes more credible some very simple things that I want to say. I came really, I suppose, responding to another call: an old fire horse that's got to go to a fire. In the cynical, passive seventies, any sign of life of the positive quality. I sense in your assembling today is going to get me running, even if, as we all know, it is to lead to an assault on the American Treasury.

I came here not to join necessarily that assault, but to join the spirit which I hope will continue to motivate it. I see this conference as working optimistically and importantly, at an appropriate scale, on a very substantial public issue. I'm not put off by the usual syndrome of getting the money first and then figuring out what to do with it. Nor am I put off by the evaluative mode which says not to unleash these programs until we really know what should be done. You know how long we would wait. My own formula is to seize an opportunity and then, as quickly as possible, try to make sense of that opportunity.

One thing that has disturbed me, however, as a warrior from the past, is the discontinuity with which these social interventions are pursued. Maybe that's healthy. But as we watch sequence after sequence, a program starting with new names given by new mayors and new governors and new presidents, we also see a very disorderly and destructive side, leading to many of our current problems and skepticism.

I confess I am skittish about coming to this meeting for several reasons. One is the topic: "Putting what we know to work." If somebody were to put to work what I know, I'd be the first to run like hell. Partly, it would be that I know too many gloomy things and partly that a lot of the things I know just wouldn't work. A lot of things would not make sense. So I come here with a good deal of modesty, and I also come a little bit skittish because in this last decade it has been not really given to me to be a battling warrior on the front lines. During the Republican administration, we were old faces from the discredited sixties, stereotyped as the ones who messed up the scene. We tried and nothing worked. Quietly I watch how that credibility is returning. When we remember what fantastic things were done in the sixties - wild and woolly though they may seem - I have no apologies for what was attempted. I think future historians are going to say that the decade, I hope among continuing other decades, helped release and liberate the human spirit. I am also skittish for the simple reason that not working with and knowing names and numbers, I must watch out for generalizations. If you can't recite the current alphabet of agencies and if you can't call out the legislative sections by the number, you may be in trouble.

But, my skittishness has most to do with extracting humane results from institutionalized missions and politicized combat. That arena is the real world we're living in. It is a reality with which we must contend. I would argue, if we are to be successful in maintaining and advancing human dignity, we must keep one eye on the universe and one eye on the sparrow.

Albert Einstein dominates my thinking past even the universe he properly described. I'm told he came to Swarthmore College once along with a number of other Nobel Laureates. Although he was not to be the principal speaker, the President of the college suddenly thought he ought to ask Einstein if he would like to speak. The President said "Mr. Einstein, we are honored by your presence, would you like to say something?" And Einstein got up and said "No". Realizing that might seem ungracious, he quickly got up again and said "When I do have something to say, I would like to say it at Swarthmore." Ten years later he wrote and said I have something to say, and Swarthmore gave him an occasion to say it. In many respects, I wish I had the grace and humility of that man, but ask me to talk and I'm programmed to say yes. Let me, though, with Einstein speak in the perspective of two worlds. As you recall, he made incredible but sometimes almost pathetic efforts to develop what he called the unified field theory, the total explanation that would embrace the logic of the small, the behavior of electrical particles and, at the same time, the great forces of gravity, the world and logic of the large, the universe. Try as he could, and the New York Times would occasionally cover his newest - "Hey, maybe I did it" - he would later realize that what he had was a tautology worked out in formulas and, that still eluding him, was how the logic of the large fit with the logic of the small. Four or five dimensions of other worlds have been discovered since Einstein and still scientists are as puzzled as ever. They can not explain how those logics live together. My own guess is, they never will. The logics co-exist in tension. And the tension of the two is really what gives strength to life, and will be an eternal mystery to all of us. If there is resolution, it is how we as spirited humans put life's contending logics together.

I am going to speak in the framework of those two worlds, talking first of the larger universe - of forces and systems and policies and then the world of the sparrow, of the one-to-one. The testing question, the haunting question that all who work on social problems must constantly ask themselves is "does that single, may be scared, roughed up, rough-necked young person that you see out of work really benefit by all of the systematic manipulation and political games that go on in that larger world above?"

First, let us talk about the large. Since Sputnik, we have been talking about the shrinking of our world. Paradoxically, the new perspective given us in 1957 has really expanded our world and increased our problems. That whole universe, once so distant that it could almost be ignored, is now in our livingroom. Watching television, I sometimes wonder - "My God, can I take the pain of seeing the problems of the world in 20 minutes every night, the boat people, the tragedy in Vienna, starvation, death." Everything, everywhere — its pains, its imponderables, its melancholy — pours out upon our consciousness.

When we look at an unemployed youth, at a single human being, all of us have become so sophisticated that we confront the entire field of forces that create his or her particular predicament. The kid growing up in Detroit, Toledo, Gary, or wherever is caught in an obsolescent industrial, manufacturing order.

Whole regions of the country, once alive with vibrant, powerful communities swept up in the growth of the manufacturing era of the 19th and 20th centuries, are showing signs of obsolescence, as a new economy, largely of services and communications, develops elsewhere, particularly in the south. I think of the plight of the blacks who left the obsolescent agricultural plantation economy of the south only to get trapped into the next obsolescent phase of the economy, the manufacturing belt of the northeast and the mid-west.

Look at this kid and you see immediately, too, the institutions in which he is placed, none of them really performing, many of them becoming obsolete. Look at the individual and you will see the effects of the redistribution of the world power. As power moves to oil producing nations, that kid and his mother can no longer pay the fuel bill at the end of the month. Then look at the tangled web of equities that are involved. What will happen to the feelings we have for the rights of blacks as the Hispanic presence grows more tremendous? How will we handle our developing sympathy for the Hispanics and their predicament as refugees from other societies pour into and repopulate our older cities. This web of equities is producing a strain in our international and ethnic relations. Blacks are now on the West Bank, raising the question whether we have been fair to Palestinians at the same time that we feel the great tug in affection for the Jewish people and the State of Israel.

Look at that kid, too, and you are going to see the impact of the planned recession in which people deliberately, and probably wisely from the point of view of the stability of this economy and the need to keep inflation down, have slowed the economy and cut out hundreds of thousands of jobs. Looking at this unemployed youth, you will also see him or her swamped by the arrival of new job seekers: migrants - illegal and legal, and displaced persons; women finally getting their fair share of working opportunities; and even the newly unretired. (With inflation, who can afford retirement?) This kid has to deal with all of this new competition.

When you look at that kid, you also see the irresistible temptations poured on him by television and the materialistic consumer oriented economy. Whether or not the kid has a job, he or she has got to be something and, not only that, to feel satisfied while being pushed more and more by a "society of instant gratification" to get it now. That kid is going, obviously, to be tempted into a network of illegality or hustlerism to get what he or she can - no matter the means!

When we see individuals struggling in the web of larger forces, it is quite easy to understand why the seventies have turned sophistication into passivity. Today, our topic could well be - putting what we know into inaction. But the alternative that attracts me in this setting is the feeling of those present: "damn it, we've got to start somewhere." We are moving again, moving against the odds of this complex set of forces. While striving at this meeting, and later in drafting, amending and perfecting legislation, we have no alternative but to start leveraging these larger forces, to work on these problems at scale, hoping to match force with equal force, multiplying budgets in proportion to problems, enlarging, positioning and reshaping institutions so that they are "up to the job."

For better and for worse, I read the signs of scale in this, the biggest of all social interventions undertaken during this otherwise passive and cynical decade. On the positive side I see and hear not simply among this congregation of the committed but among all segments of society, an understanding of a large view of the problem and its causation.

I have read with respect your materials on the causes of youth unemployment; they are sophisticated without being defeatist. I am reassured by your readiness to deal with systems, complexity, ground rules and a beginning willingness to say we can't work it out completely within the system; that the system is going to have to adapt. Lord, how different these discussions are from the ones that I remember in more simplistic days of social reform.

On the negative side, I am disturbed by our constant, and I join it, temptation to translate social problems into self interest. And let's confess it: working on social improvement can turn out in the end to be personally profitable — even when personal gain is not a calculated intention. The cadre of social pioneers who created some of the poverty programs got together about ten years afterwards. I can still see the old buddies at that reunion in 1972 or thereabouts. Everyone seemed pretty well dressed and prosperous, but each in turn despaired about what was happening under Nixon and what had befallen the poor. Finally, one among us rose to give an amiably satiric summation: "Let's toast another decade of social failure and personal success."

Again on the negative side, what I have seen and heard today is the language of the large and the pretentious. Somehow, when we go from the world of the small to the world of the universe we use latinized, dead words — we "finalize," we "coordinate." I have to stop a minute with coordination. That is one word that I have used myself and regret and repent. If you really look at coordination, it's a statement that says — we've got an impossible job so let's cover it with verbal glue. It doesn't really come together, so we ink it out with the word coordination.

From another point of view, if I were the kids of this world, and I looked at 750 people here, about ready to coordinate, I would run like hell. I think freedom in the United States is often in the cracks. Where the fractures of the system are, somehow we find our elbow room, our flexibility. Again I'm retreating to the logic of the small. Let me stay with the logic of the large.

The logic of the large is real. It has a legitimacy of its own. I think it's best - that free-for-all that goes with the power plays in Washington, and the state capitals and the city halls and among institutions - when it ensures, as the framers of the constitution in a notable federalist paper said it would, a stabilizing process of checks and balances. It guarantees that none of us, while struggling for our particular piece of the universal action, distorts or dominates the system. Validly, we live with and use the large to gain leverage — for we are not as human beings ever able to frame budgets big enough or bureaucracies large enough to equal the problems presented us and the forces working against us. We are at our best when we're working at jujitsu; when we can leverage and redirect powerful systems and ground rules so that the net product begins to be something other than the wastage of our youth. We are all obviously attracted to that game, or we wouldn't be here. And we come with our own principles, our own prejudices, our own self interests.

It's only fair that, as an educationist or as an educator or whatever I am, I share a few of my own preconceptions on some of the down-to-earth topics you are discussing at this conference.

Let me start with Proposition or Prejudice Number one. If, in a period of shrinking budgets and resources, the nation should decide that youth employment is to be a priority, I for one am going to cheer. If we must concentrate limited resources and choose from many competing claims as to where to begin an effort to improve the human condition of this country, why not start with youth unemployment?

Second proposition: I see no alternative to partnerships. First we are all in the act; our several energies are not enough; and working at odds with each other, we'll batter rather than better these single human beings we're committed to help. While I can understand the politics of the game, that we begin to divide into caucuses and guilds and so forth, I have no sympathy whatsoever for a turf war which stops us from doing what we're supposed to do. Partnerships have to be the answer; complementary behaviors that stem from a self-disciplined memory of the human beings who await our help.

My third proposition is based on my own experience: partnerships are best when they play to the strengths of each member of the partnership, where they give some security of role. Where the role of each institution is respected, each can contribute its full potential. Let me add, however, if these institutions are supported in their designated roles, they must also be held accountable. Each of us and each of our institutions must earn what we get in this partnership. Only when each contributes his or her strength, can weaknesses be minimized. To use a figure of doubles in tennis, if my backhand is weak, I sure want a partner with a good forehand at my side.

Fourth, as an educator, I hope that any kind of legislation keeps schools involved and accountable. I would not, either at one extreme, give schools money without their having to fight for it and prove themselves or at the other extreme, exclude them from the chance to prove themselves and to grow with the challenge and the opportunities. If there is a prime role for the schools, it should be in teaching the basic skills. They ought also be involved (although not unilaterally because I don't trust even my own clan to use that power without some monitoring) in the matter of awarding and "banking" credits for educational purposes to provide some measure of quality control. The last thing we want is to subject kids to incompetents doing basic skills training. On the other hand, basic skills training is going to be carried on in many different ways, by different modes and with different spirit than ever before and educators will have to show far more flexibility, sensitivity and ingenuity than is evident in much of their work and basic skills.

I would also like to see the schools and the educational system participate much more aggressively and imaginatively in the definition of the future, in scanning trends, so that instead of lagging constantly with an inertial bureaucracy, schools begin to move, to show entrepreneurship, to catch up, to create, to invent. Schools should have an adjunct role obviously in job-related training, but frankly, are not well suited to that particular task. When I became commissioner responsible for OEO and job training in New Jersey, I learned one thing (and it's been confirmed as I've raised my own four kids and watched other neighbor kids) and that is that training for job-related skills had better be immediately related to those jobs. Maybe the schools can participate, but only when recognizing that job-related skills seem to be taught best when the young person realizes he or she is within reach and in the environment of that job.

It is extraordinarily important that a partnership be established with the private sector though something in my mid-west and populist spirit has usually made it easier to recommend an alliance with the non-profit private than the profit-making private segment. Having recently joined on two corporate boards, that bias may be fading; I've probably been co-opted.

The private sector represents something vital and necessary. I have seen it in my own son who has, with considerable back-breaking effort, developed a lawn maintenance business of his own. He used to "goof off" when I tried to get him to work. He now has six kids working for him, complaining that kids these days don't work like they used to. There's something valid, tough, strong, tenacious about a job-producing enterprise that has to meet the test of the market and provides, in many respects, the discipline all of us will need in the next 25 years, especially as more individuals and nations demand and get their fair share of the world's benefits. Our schools can learn from business and our youth can profit from that partnership.

I sense, however, that the partnership between business and the rest of us in the public sector has a lot of missing pieces. I wish I were closer to the everyday world of business so I could understand why the gaps exist. I talked to one businessman among you this morning and was impressed with what his firm has done in a tough-minded but innovative way to work on these problems. We need more such entries, the building of bridges between two conditions — the culture of those who have the explicit mission of improving the human irrespective of profits, and the culture that accepts the discipline of the bottom line, hopefully not irrespective of the human condition.

There is a mischievous side of me that would like to tweak business into working more energetically by building this bridge. There is a provision in U.S. tax law that permits corporations to deduct charitable contributions of up to five percent of their taxable income. On the average, corporations now give less than one percent or about 2 billion dollars. If corporations were to go to the full five percent, another 8 billion dollars could be used to support needed social programs. President Johnson once commented to corporation executives: "How come you guys who hate Washington, keep sending money to us in taxes when you could keep it and give it away yourself?"

Ways must be found to encourage corporate giving. Perhaps we should examine what is happening in Minneapolis. A corporate culture is developing that has induced about fifty firms in that community to give the full five percent.

I would also encourage the framers of any legislation designed to encourage corporate giving to think of ways to tease the flow of corporate and philanthropic money into channels that would create greater local flexibility and independence than governmental money normally allows for. Community foundations in such cities as Cleveland, Kansas City, Pittsburgh and Philadelphia have done remarkable work as independent forces, particularly when they hire sensitive and capable staff. Complemented with greater corporate giving, they would constitute a powerful alliance that could make a difference in solving the problem of youth employment.

Even though I have urged the contribution route, I would really prefer a harder route. I wish business in its profit-making mode would see that putting unemployed youth to work is an investment in human capital and is worth the extra effort and trouble.

I would also like to see the partnership affect the curricula of the schools. What is needed is not so much changes in specific courses, but the development of the capacity of the school system to talk to kids early about what the economy is like, what their life is going to be like and give them the confidence and competence to cope with a rapidly changing job market.

I would also like to see that partnership help schools, colleges and community based organizations do a systematic job of evaluating economic conditions at the local level. The local circumstances vary from the sunbelt to the northwest. Conditions in a service community like Boston or Washington are one thing, and are quite different from those in the predominately manufacturing cities of Toledo and Gary. More importantly, the partnership can help find success and leverage points. Where is something happening? At the local level, how does one feed on that happening? On a larger scale, how can all of us, but especially the schools, anticipate major movements and trends. In technology, we have been told, I think by Sar Levitan, that computer programming is already out of date. When you look at the use of the micro-computers, the video discs, and so forth, you begin to see the tremendous impact of communications technology in this country and in the world. I know the Chinese, with whom I have dealt recently on educational problems, are thinking about leap-frogging the traditional style of institutionized education and moving to electronic modes of communication to reach the masses at lower expense. It's interesting that now with the chip, it is possible for third world nations to begin thinking about investments of this kind and possibly to pioneer beyond our convention. But there are other trends that schools should anticipate. For example, the migration of south to north from poorer to richer areas, is very clearly going to make this a bilingual nation within 25 years. The Hispanic presence, the Carribean presence, The Third World presence will repopulate our cities, will dominate much of what is done in education. Twenty-five percent of our high school graduates in the next ten years will be minority. Can tenure, for example, survive as an educational practice if in so short a span our schools and colleges are to shift responsively to that social trend. Educators must also be willing to accept on equity grounds, targeting, to go for priority people, places and situations. We must refine our purposes.

Finally, in this world of the large, we need to experiment. We do need venture funding. That was the purpose originally of the Community Action Program and the flexible funding that program symbolized. That's also the genius of philanthropy in America. It's what we all want: "glue money," discretionary money for which we are given latitude in use, but are held accountable for results. I know what happens to that kind of money after awhile — the temptations to abuse and then to strict control are chronic — but it is precious money. Somehow we ought to be able to fit together an honest set of institutions and processes by which the different elements of this partnership can take on new ventures without filing innumerable forms and waiting infinitely for consent. I wouldn't leave the states out of this business. I say that, not simply because I was once a state commissioner, nor even just because, as economists are telling us, states are going to be the ones with surplus funds. Don't stop at Washington. Move on those state capitals. States must be involved because they have responsibility and can exert tremendous leverage.

Now let me move from that world where we talk about force and leverage and partnerships and inanimate things, to the world of the small. Despite the minute character of the world of the one-to-one and of the sparrow, despite the tragedies that we live with in that world, and the disappointments as one deals with individuals, it's in that world that I really recover my sense of optimism. There one sees displayed not simply tragedy, but the human response to it, the tenacity with which the human being makes the possible out of the impossible. When the news is reported by the media, we are given a surfeit of tragedy because that's newsworthy. We do not see or hear what follows: the will of people to live and to make something better of a bad situation. But it is that power of the human being in the small that seems to me, in the final analysis, to make sense of a world only Kafka could have created and policy-makers seem so often powerless to deal with.

The power of the human being in the small has been forgotten in the two dimensional analysis of many evaluators, in particular the "naysayers." The tragedy of Coleman and Jencks is that they fostered a dialogue of the negative: "Schools don't count" became a dismal chant. Thank God, education researchers and writers are now looking at schooling with an eye on the small rather than an impersonalized aggregate. One of this new breed is my colleague, Ron Edmunds. In his search for more effective schools, he has found evidence in Michigan and now in New York City that a school can work and produce in the worst of environments and against the odds. There is no reason, therefore, that schools should not be held accountable for accomplishing what up until now could too easily be shrugged off as impossible. Another group of researchers headed by Michael Rutter have published the results of an intensive study of inner city London schools. In their book Fifteen Thousand Hours, the authors state that their investigations "clearly show that secondary schools, even after taking into account their intake (emphasis added), varied considerably with respect to their pupils' behavior, attendance, exam success and delinquency by factors of five and six to one...We may conclude that the results carry the strong implication that schools can do much to foster good behavior and attendance and that, even in disadvantaged areas, schools can be a force for good." There is no question that this research transcends earlier and, I think, deficient studies. I think this is what Leon Sullivan and those who are deeply engaged with minority communities have been trying to say: the job can be done if there is the will to do it. It is the spirit that has to be reached and known and stirred before any of the elaborate social engineering does any good. If the power and money now being amassed in youth legislation doesn't play to that spirit, it is a waste. We all know the agonies in this world of the one-to-one. I expect that is what accounts for all of us fleeing from it. I once taught kindergarten; it was too tough. I went on to third grade; they drove me nuts. I went on to eighth grade, couldn't deal with the kid in the back row who kept reading the newspaper and ignoring the class. Got to twelfth grade; they weren't even listening. They were scuffling their feet, waiting for the dance or ballgame. I figured I'd get to college. It wasn't bad until they began revolting. I went on to graduate school. Kind of like it — more complacent. But what I particularly liked was lecturing on the circuit and making policy. From a distance, we can manipulate the universe as we flee from the complexities of the minute.

In the last analysis, it is a supporting role that moves young people into what a job really represents, which is acceptance of oneself and acceptance by society. Once we have moved our youngsters to that stage, they are ready to support others still in the trauma of personal insecurity and joblessness.

At this point, I am inclined to institutionalize that thought and recommend a community-based counseling program separated from the schools. With my own kids, whenever I found a good counselor, he always seemed in trouble with the school system; his virtues in his role became liabilities in his job. But turning an insight into an institution creates its own problems. It is inevitable that any counseling service that starts out independent sooner or later will generate into its own problems, its own insensitivies. And we return again to the province or the spirit — a world of the one-to-one where a successful encounter with a single young person in trouble and out of work begins in trust, thrives on love, and depends on personal advocacy.

I would like to close by talking for a moment about one such encounter. Two human beings are involved. To this point, their journey toward hope doesn't have a damn thing to do with programs or policies or appropriations or bureaucracies. It's just a story of a teenage woman of black and Hispanic parentage struggling inside her own family with psychological tensions that lead her to scream at night over some hidden trauma that may someday come out and evaporate. She somehow has known she has undeveloped potential, but hasn't known how or where to express it. She hung out within noticing distance of a Boston musician. The musician, in the Black sense a brother, spotting that potential in her, treated her as a sister. When he had to leave to do his thing in Los Angeles, he introduced her to a black woman, ten, fifteen years older who had long ago gained her own sense of self and social acceptance. The two became older sister-younger sister, with a commitment a lot of people couldn't understand. "Why, older sister, are you wasting your time with that street child? She is going to go back to the street — you know it." Well, on her first job, younger sister didn't show up, got fired, the whole syndrome. Gradually, however, she began to understand that she couldn't afford "taxi fever" — i.e. taking the taxi back and forth, chewing up her whole day's wages. She couldn't go on spending like that; she had to budget. Older sister never loaned her anything unless she sensed that failure to do so would be devastating.

After two or three jobs, a light turned on within the younger woman. The episodes of screaming at night became less frequent. Not only that, but she began to spot those crises in advance, and in anticipating them, to gain self-control. Just recently, with job and personal life going well, she got pregnant. The man involved is not the person she wants as a husband — she prefers to go it on her own. And she wants the baby. Older sister, seeing things differently, said well, what about an abortion? No way. No way. Younger sister doesn't believe in it. But there is something else which I don't completely understand, a kind of a wish in her for fulfillment or identification, whatever it is, a feeling that she is becoming important through her pregnancy. A lot of us said, there goes that relationship. But older sister won't let it go. She said "when I make a relationship, that relationship stays. If I love, I love. You do not discard people you love even when they disappoint or disagree with you." And so they are working it out now. The young woman has enrolled in a course preparing her for natural childbirth, determined to become a good mother. She discussed her situation with her employers. They like her and will give her a four month maternity leave. Past that you know the conventional question: "What happens after that?" "Gal, where are you going?" "Don't know, but I'm getting there."

Now I don't want to claim that we are going to solve social problems entirely on a one-to-one. You know what's got to happen after that pregnancy leave; she'll need day care and medical aid and a lot more if she's going to make it "on her own". So older sister and all the rest of us who live in the small will have to join and do battle in the large — we'll take on that whole system of policy and fighting and combating to make certain younger sister gets the services she needs. One eye on the sparrow, yes. The other on the universe.

We're talking at this conference about employment. I just kind of hope, that as we go into this next stage of legislation, where the world of the large predominates, it's not our jobs but the job of that young woman that we get excited about.

IV.1 Benefits of Coordinated Planning

Moderator: Richard Thorpe, Director, City of St. Paul Manpower Programs
St. Paul, Minnesota

Presenters: John Gist, Deputy Superintendent, Baltimore City Public Schools, Baltimore, Maryland

Robert Ivry, Manager, Youth Services, Mayor's Office of Manpower Resources, Baltimore Maryland

Ron Finnegan, Director, Center for Youth Employment and Training, St. Paul Public Schools, St. Paul, Minnesota

Central Questions:

1. What local political structures and local leadership facilitate employment and training and school system coordination?
2. What are the costs and benefits of joint planning?
3. Is there potential for long-term cooperation and reform where needed? Is there an opportunity for institutional change?

Summary

Coordinated planning between schools and the CETA system can substantially increase the effectiveness of both institutions and, by eliminating duplication and costly turf fights, can reduce overall costs. Joint planning can also act as a stimulus for institutional change and can be instrumental in attracting outside money to the community. The more groups plan together, the more they will understand each others problems, perspectives, goals and language.

Success depends on involving all institutions as full partners. In Baltimore, Harbor City Learning is jointly funded, staffed and operated by CETA and the LEA. In St. Paul, the school district is involved in the administration and management of the CETA programs.

No particular political or governmental structure is necessary for success. In Baltimore the Mayor appoints the heads of both CETA and the schools, while in St. Paul, the school board is independently elected. Aggressive leadership, continuity of staff and carefully structured procedures are essential and mutual trust between the institutions is the key.

Coordinated planning must be based on local initiative and needs. Partnerships seen to work best when they begin as a dialogue about a common problem. In Baltimore, high dropout rate and high unemployment was the issue, while in St. Paul, it was the influx of minority groups. While the federal government can provide incentives, it should not mandate.

Local cooperative planning cannot overcome limits of the law. While there is considerable agreement, for example, that 12-15 year olds need help, most of the funds under the Elementary and Secondary Education Act (ESEA) and CETA go to younger or older youth.

IV. 2 Experience in Attempting Educational Reform

Moderator: Robert Schwartz, Assistant Director, Program on Law and Management, NIE, Washington, D.C.

Presenters: Edward Meade, Program Officer, Ford Foundation, New York, New York

William Hall, Superintendent, New Brunswick Schools, New Jersey

Central Questions

1. Have the federal dollars intended to change schools reaped lasting benefits?
2. What are the characteristics of reform efforts that have worked, and how can success be measured?
3. What are the effects of declining enrollments on efforts to reform secondary schools?

Summary

Several federal education programs are "demonstrations" like YEDPA and the panelists attempted to take the experience in education and sort out the lessons which might be applied to new YEDPA Legislation. Studies of programs like Title III of ESEA show that the amount of money, or who grants it, is not important in affecting change. Two factors are: the relationship between the adult closest to a young person and that young person; and the degree of local commitment to the change being attempted. Other factors are important too (e.g. the need for strong and continuous leadership), but local commitment and teacher-student relations are the key.

Panelists were very skeptical about the federal government's ability to dictate local change, and see great waste in federal education dollars intended for change. They referred to the "leaky faucet": much of the funds is siphoned off through various administrative levels long before reaching the level that counts: student-teacher interface.

Another lesson from educational reform is the difficulty involved in "replicating" a good program. The notion that "models" exist, can be tested and then spread, is false. Local commitment cannot be spread from one place to another.

Education has less experience in "targeting" funds, with the exception of the large Title I program for the disadvantaged. (Even Title I funds schools with disadvantaged populations, not individuals.) Given YEDPA's emphasis on the disadvantaged, much work needs to be done to help teachers understand this population which is growing in most urban and some rural school systems.

Where reform has occurred, a long term commitment existed from the funding source. One year funding hardly gives enough time to get the program on its feet and merge federal and local goals. The uncertainties involved with all CETA funding hinders successful implementation.

IV.3 The Job Corps Experience

Moderator: Barry Argento, Project Director, Educational Improvement Effort, Team Associates, Washington, D.C.

Presenters: James Daniels, Director, Mississippi Job Corps Center, Crystal Spring, Mississippi.

Charles Mallar, Deputy Director, Mathematica Policy Research Incorporated, Princeton, New Jersey.

Al Androlewicz, Manager, Education Program, RCA Service Company, Camden, New Jersey.

Central Questions

1. Has Job Corps been a success? What measures have been used to evaluate it? Is it cost effective?
2. What conditions are required for successful innovations?
3. What has been learned about basic education for Job Corps enrollees?
4. What should be the role of residential training strategies in the overall spectrum of program options? Should there be more? Fewer?
5. Should there be more or less emphasis on residential approach?

Summary

Job Corps has had significant success in helping minority disadvantaged youth achieve employability. Although expensive compared to non-residential programs (costs range from $10,000 - $12,000 per year) analysis indicates that benefits exceed costs.

Part of the success of Job Corps is attributable to the "ethos" that is developed in residential programs - the feeling of being a member of a group with full time commitment. Small size, participation of youth in decision-making, and the enforcement of standards are important in establishing and maintaining this ethos.

Job Corps has shown that severely educationally deprived youth can learn basic skills if work is individualized, growth is rewarded and there is some connection to the rest of the person's life. The integration of basic skills, career exploration and work is one of the strengths of the Job Corps.

Panelists recommended that Job Corps centers continue to be co-educational and that some provisions be made for adolescent parents and handicapped youth. Some participants suggested that Job Corps mix residential and non-residential youth, but others stated this could dilute the effects of the program.

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IV.4 Young People Doing It Themselves

Moderator: Mary Conway Kohler, Chairman of the Board, National Commission on Resources for Youth, New York, New York.

Presenters: Peter Kleinbaird, National Commission on Resources for Youth, New York, New York.

Janice Priest, RAP Room, White Plains, New York.

Sean Hughes, Westport Youth/Adult Council, Westport, New York.

Central Questions:

1. Do youth perceive the same problems that adults perceive? Can they offer perspectives which contribute to policymaking?
2. How can youth productively participate in planning programs for themselves? In carrying out and evaluating them? What are the barriers to participation and how can they be overcome?

Summary

The session focused on the barriers to effective participation of youth in policy and planning. Panelists noted that there is a real difference between an "advisory" role and true participation. The young people on the panel described the projects they are involved in: the Youth/Adult Council on which youth play an equal role with adults from various local government agencies; and the RAP Room, one of many excellent peer counseling programs nationwide. Other successful projects in which young people work effectively as counselors in the areas of drug abuse, health, and sexuality, were described. Youth-conducted surveys of the accessibility of services to the handicapped were also described.

Both panelists and audience cited the need for materials and on-site assistance in facilitating more effective youth participation. Kohler and Kleinbaird of the National Commission on Resources for Youth shared their experience in providing such assistance and showed some films of youth working in day care centers and teaming up with welfare mothers to do housing rehabilitation.

The most difficult barrier to overcome for more effective youth participation is the attitude of adults who too often don't believe that young people can work responsibly. Some ways of demonstrating the valuable things young people can do were discussed. Youth can participate if a supportive environment is established and youth are trained in how to express ideas and be active participants.

IV. 5 Linking Economic Development & Youth Programs

Moderator:	Valerie Pope Ludlum, President, San Bernadino Westside Community Development Corporation, California
Presenters:	Ted Small, President, Private Industry Council, New York City Tom Rodenbaugh, Associate Director, Corporation for Youth Enterprises, Washington D.C.

Central Questions:

1. What should be the realtionship between local economic development and school-to-work transition programs?
2. How can national policy be shaped to foster local development and similtaneously serve better the employment needs of youth, particularly minorities and disadvantaged?

Summary

While it was clear that youth employment depends on local economic development, panelists asserted there may be a conflict between the two. Training and employment, some claimed, are "program oriented" and "time limited," while development is "product" oriented. Others suggested, however, that the conflict may be more perceived than real. Some stated that the creation of jobs is not what is needed, but rather better training and a better match between jobs and skills is required. Others pointed out that both skills training and jobs are needed to meet the problems of youth employment.

The role of private industry and local private industry councils are centrally important, many believed, in bringing together the public and private sectors and in providing guidance for training youth and adults for future jobs which will actually exist.

The panelists pointed to what they believe may be a shortcoming in many existing CETA programs, that is, such programs are often oriented toward "service work," rather than toward industrial jobs which are or will be available. The San Bernadino Westside Community Development Corporation was cited as a positive example. It trains persons in such fields as housing rehabilitation, use of solar energizers, and electrical and plumbing repairs.

The problems of minorities and the disadvantaged, it was stated, will not automatically be served, however, unless special provisions are made for them in education, transition programs, and industry. Economic development and jobs alone are not enough.

It was suggested that companies be required to submit employment impact statements, indicating the types of jobs to be created, the types of workers needed and how people should be trained for future jobs. Others, however, suggested industry might be less than enthusiastic about what they might feel to be "more red tape."

IV.6 Attempting Local Reform With Federal Money

Moderator: Ann Michel, Consultant, Syracuse University Research Corporation, Syracuse, New York.

Presenters: Vince Cama, Director, Office of Federal and State Coordination, Syracuse, New York.

Alice King, Director of Operations, Office of Federal and State Coordination, Syracuse, New York.

Lionel Meno, Superintendent of Schools, Syracuse, New York.

Central Questions:

1. How does current federal policy help or hinder coordination at the local level?
2. How do federal policies and administrative procedures enhance or inhibit local experimentation and adaptation?
3. What are the necessary conditions for affecting local educational reform?

Summary

With a long history of institutional cooperation and a system geared to securing federal grants, Syracuse has had significant success in implementing youth employment programs. After describing particular experiences, the panlists offered some generalization.

A cardinal principle that should be kept in mind when the federal government attempts local reform is that rigid mandates from "on high" do little more than arouse hostility and opposition, the panelists unanimously agreed. If change is to occur the federal government should articulate goals, establish guidelines, provide incentives, but allow for local flexibility and experimentation.

The panelists also asserted that a system of strict accountability must be established if reform is to occur. Local officials may need help in setting up and maintaining an efficient management system, especially if new institutional arrangements are required.

Institutions should be encouraged to function in areas where they have expertise and not establish something new for the sake of newness. In Syracuse, schools provide most of the basic skills education while CETA provides job training.

Sufficient attention should be paid to the process of overcoming opposition to reform and establishing communication. Even where local officials share common goals such as reducing youth unemployment, their traditional behavior patterns, values, priorities and established relations often stand as impediments to change. Time spent in articulating specific goals, responsibilities and procedures will pay off in long term cooperation and consequent improvement of services, according to the panelists.

IV. 7 Future Directions for Alternative Education

Moderator: Richard Graham, Consultant to the Field Foundation, Washington, D.C.

Presenters: James Lytle, Director, The Parkway School, Philadelphia, Pennsylvania

Adria Steinberg, Academic Coordinator, The Group School, Cambridge, Massachusetts

Central Questions:

1. What are the characteristics of alternatives which are working, including size, facilities, staff, political support?
2. How will other issues currently faced by public education affect the potential growth of alternatives?
3. What ought to be the long-term mission of alternative education programs? Reform of the "mainstream" of education? Permanent service to particular populations?

Summary

Panelists agreed on the features which make alternatives work: small size, separate facilities, the creation of a sense of community, active participation in decision-making by youth, lots of individual attention, and integration with the community, expecially through work experience.

Most of the discussion was directed at alternatives which serve drop-outs and near drop-outs. Countless examples are available of cooperation between CETA and an LEA for funding and support. The largest scale example is in Baltimore where the Harbor City Learning Program was developed by the CETA office, but most staff are certified personnel officially employed by the schools.

Program success, it was pointed out, does not guarantee continued funding, and alternatives need to walk the fine line between total institutionalization (e.g. being taken over wholly by the school system) and independent survival. Even if they remain independent, alternative schools, can become rigid and less responsive to the youth. Panelists urged alternative school people to organize active constituencies for support.

There was a consensus that policy makers involved with YEDPA are now fully aware of how important alternative education is to the success of youth CETA programs, but there is still no consensus about how to maintain financial support of these alternatives.

IV.8 The Change in Policy Towards Handicapped Youth

Moderator: Lisa Walker, Director, Project for the Handicapped
Institute for Educational Leadership
Washington, D.C.

Presenters: Dorothy Coleman, Coordinator, Baltimore Maryland, Division for Exceptional Children, Baltimore Public Schools, Baltimore, Maryland.

Judy Heumann, Deputy Director, Center for Independent Living
Berkeley, California

Central Questions:

1. What are the new laws entitling "handicapped" youth to training and how are they being implemented?
2. How can work disincentives in current benefit programs be overcome?
3. What are the prerequisites to job training needed by handicapped youth?
4. How can the programs operated by rehabilitation, education and the CETA systems be coordinated at the local level?

Summary

New legislation in education, rehabilitation, and CETA appear to open significant new job training opportunities for the disabled and handicapped, including those of school age. But panelists expressed concern that despite the existence of laws like Section 504 of the Rehabilitation Act, change is slow and the new laws are not sufficient. The attitudes of the public, and especially attitudes of employers, must change.

Employers need much more information about training disabled individuals. They need technical assistance concerning job restructuring and job modification to accommodate the handicapped.

Panelists expressed considerable concern about the present methods of identifying and assessing the skills of handicapped youth. Fairer and more constructive diagnostic tools are needed.

Consistent with the "independent living" philosophy of organized disabled people, handicapped persons must be included in much greater numbers in the administration and staffing of programs designed to serve them. Similarly, disabled people must be included in much greater numbers in the various advisory groups required in funded programs.

Panelists pointed out that the families of disabled youth are very important in their impact on job training programs. New and better ways of involving families, especially parents, need to be explored.

Fiscal constraints should force the various local agencies which relate to the handicapped to form logical networks to improve the quality and continuity of services. The schools, traditionally isolated from other agencies, are now required to help provide unified services. But change has been slow.

IV.9 Facilitating Change Under YEDPA

Moderator: Gregory Wurzburg, Executive Director, National Council on Employment Policy, Washington, D.C.

Presenters: Bonnie Snedeker, Research Consultant, Oregon.

Central Questions:

1. Under what conditions do CETA prime sponsors and LEAs need to work together?
2. What factors encourage cooperation between CETA prime sponsors and LEAs and what factors discourage it?
3. What should the federal government do to foster CETA/LEA cooperation?

Summary

Much of the discussion flowed from the work underway by the National Council on Employment Policy studying the effects of the 22 percent LEA agreement required in the Youth Employment and Training Program. Wurzburg directs that study and Snedeker is one of the regional case study researchers.

Many examples of successful collaboration were cited, pointing out the vast differences from locality to locality. The need to allow local flexibility was stated repeatedly—the federal government cannot be overly prescriptive.

Several obstacles to successful collaboration were reviewed: the different funding cycles of the schools and CETA, including different fiscal years: the uncertainties involved with CETA funds; the different standards for employment of staff; CETA's targeting on the disadvantaged; and the differing accountability systems.

But the clear successes in many areas, urban and rural, prove that these obstacles can be overcome when there is local good will, sufficient time for joint planning, and leadership. There were suggestions that YEDPA should allow for greater time and resources for joint planning. Under present circumstances, the LEA need only sign off on the 22 percent agreement, indicating consent but not necessarily a real role in planning.

YEDPA seems to be creating a kind of "third system" which is neither schools nor CET[illegible] and often take the form of alternative schools run, in many cases, through community organizations. These alternatives are appropriate for many youth who can't succeed in a normal school settings, but they exacerbate the differences between the schools and CETA. The most successful alternatives, both in terms of performance and staying power, are those which accommodate the differences, often through joint staffing.

Activities funded through YEDPA have expanded opportunites for collaboration, have focused the schools' attention on drop-outs and near drop-outs, and have begun to clarify some of the conflicts between the schools and the employment and training system.

IV. 10 Comprehensive Youth Planning Under CETA

Moderator: Evelyn Ganzglass, Education Specialist, Office of Youth Programs, Department of Labor, Washington, D.C.

Presenters: Gerri Fiala, Senior Manager, Technical Assistance and Training Corporation, Washington, D.C.

Kristine Tomesch, Senior Planner, Morris County Employment and Training Administration, Morristown, New Jersey.

Central Questions:

1. What are the potential advantages of consolidated, year-around and multi-year planning?
2. How can program evaluation improve quality?
3. How can the employability development of youth be evaluated?

Summary

Comprehensive year long and multi-year planning can lessen and even eliminate many of the obstacles of successful youth employment services, according to panelists, including fragmentation of programs, uncertainty of funding and the inability to provide systematic services to a youth or to track his or her progress. Nine prime sponsors have been given the opportunity to experiment with such planning.

Using a series of pre-tests and post-tests, the prime sponsor can design a variety of employment experiences based on the changing needs of the youth and to measure progress. Because the sponsors are certain of funding for a two-year period, relatively long-term contracts and work plans can be signed with the youth, stating goals and expectations, not only in terms of skills and behaviors, but also attitudes and values. Emphasis can be placed on designing a plan for an individual rather than finding existing programs into which a youth can be fitted.

Because discrete, short term programs can have only limited effect on an individual, they can be evaluated best in terms of numbers served, cost, effectiveness, or acquisition of specific skills of a client. Tracking the progress of a youth over a period of time and through a number of programs, however, permits evaluation of youth employment services in terms of individual growth and development.

Comprehensive planning allows prime sponsors, with Citizens Advisory Councils, to design programs that meet local needs and maximize local resources. Comprehensive planning can eliminate duplication, reduce start-up costs and insure continuity of programs and experiences. Such local control can reduce paperwork and red tape, and lessen the time lag between planning and implementation.

Ways must be found to share the experiences of prime sponsors. Panelists were concerned that with local comprehensive planning each prime sponsor may have to "reinvent the wheel."

SESSION V

POLICY AND PROGRAM OPTIONS

Youth Employment: The Agenda For the Eighties

Stuart E. Eizenstat
Special Assistant to the President

Thank you, Mayor Schaefer, I am delighted to be here in Baltimore for this the Vice President's Task Force Conference on Workplaces and Classrooms. Baltimore, under your leadership, Mr. Mayor, has shown a dramatic capacity to draw the public and private sectors into partnership for urban revitalization.

Secretary Marshall tells me that one of the reasons he recommended Baltimore for this conference was the exceptionally strong partnership you have between education and employment programs.

I asked him who the partners were, and he said "The CETA prime sponsor and the local school committee."

"Sounds good," I said, "who is the prime sponsor?" "The Mayor," he said. "And how is the school committee chosen?" I asked. "Mayor Schaefer appoints them," said Ray. "Now, there's a man who knows how to form a partnership," I said.

The Vice President, who has led this Task Force over the months of its efforts, very much wanted to be here with you today. As you probably know, he also has a very strong interest in the Administration's proposed new Department of Education. The Department has passed the House and the Senate. It has been approved by a conference committee, and that committee report approved by the Senate. Today it faces its final, and perhaps most difficult test on the floor of the House. So the Vice President is working right now on the vote to establish, at long last, a Department of Education.

The Carter Administration is proud of its record on youth employment. We have increased resources for disadvantaged youth from less than $2.5 billion to more than $4 billion, through such programs as the Youth Employment and Demonstration Projects Act of 1977 and the Targeted Jobs Tax Credit.

Under the youth legislation, we have reached out at the local level to seek a major increase in cooperative efforts between schools and local employment and training programs. This conference and the experience of those of you attending are the fruit of this joint effort by the Administration, the Congress and program operators all across the country to come to grips with the problem of youth unemployment — which I consider the most important social challenge of the next decade.

Under the youth legislation, we have served 700,000 young people. We have created some 250,000 new year-round job and training opportunites.

Of the funds spent to date, $700 million has been spent on education related activities with the largest share through school systems.

The result has been a decline in minority youth unemployment from a rate that was once over 40 percent to about 30 percent. Even more encouraging is the over 20 percent increase in jobs - an increase of 127,000 jobs - for minority young people.

For the first time in years there has been a sharp increase in black youth labor force participation rates.

You are gathered here as part of what I believe to be one of the most participatory public policy endeavors. The Vice President's Task Force on Youth Employment has traversed the country. This is the fifth conference that has been held with a total attendance of over 1,000 people. They have met with program operators, school people, community organization leaders and young people from coast to coast.

- In Birmingham, Los Angeles, Houston, Chicago and Hartford, we have met in roundtable discussions with local business and education leaders.

- Members of the National Football League Players Association, on behalf of the Task Force, conducted interviews with young people in 18 cities so that the voice of youth could be heard.

- We've met frequently with professionals and officials from every field of concern with this subject.

- We have asked leading academic experts to help us analyze the labor market problems of youth, and the effectiveness of existing programs.

From all these people, we have sought advice and ideas on what works and what doesn't, and where we should go from here in this difficult field.

Our emphasis today could not be more appropriately placed. We are talking about a choice — a choice of the deepest and most fundamental kind — a choice between stunted lives and an equal chance, a choice between decades of welfare dependence and a life of productivity, a choice between the shredding of America's covenant or keeping the covenant with millions of citizens.

Our country has faced that choice in the past and has not fully met the challenge. Today we face it again, and today we must choose the proper path. The President and the Administration will not repeat the mistakes of the past - we will take the right path. Our society will be judged by how we treat the disadvantaged among us, not the privileged.

The time could not be more urgent or more propitious. Two decades ago young black citizens sat at lunch counters throughout the South and refused to leave until they might be served like anyone else. It took five years of struggle —five difficult and painful years in which thousands marched and some died to get a law passed which said that all could eat at those lunch counters. It took a year more to get a law passed which guaranteed to every citizen the right to vote. These laws were two hundred years late and a bare minimum at that.

But fifteen years after the marching stopped, and a dozen and more years after cities burned from the heat of rage at the remaining deep economic and social injustice, there are young men and young women who still can't eat at those lunch counters not because they are barred legally from entry, but because they cannot find a job.

There is a deep and bitter irony in all of this. For during the same period when we declared war on poverty, black teenage unemployment was creeping up —up and up, year by year. When the Supreme Court said "separate but equal" was a sham, and Linda Brown could attend school with white classmates, white teenage unemployment was 12 percent and black teenage unemployment was only slightly higher — about 16 percent. Now Linda Brown has children who are practically grown up, and white teenage unemployment is still about 12 percent — but black teenage unemployment is almost three times as high.

We have already lost at least one generation, and we are on our way to losing another. John F. Kennedy once said a rising tide lifts all boats. We've learned that a bouyant economy does create jobs and uplifts most of us but has left in the sea of affluence islands of hopelessness and despair. Any street corner in Harlem or the South Bronx, in Watts or East Los Angeles, shows the results of our nation's neglect.

I want to talk about the eighties and its challenges in youth employment areas. In a sense, we in America have led a charmed life over the past 100 years —with the notable exception of the Great Depression. We spent our early nationhood thriving and expanding along with industrialization. And we enjoyed a post-industrial adolescence of even greater growth and affluence — right up to the mid 1970s. Each decade was brighter than the last. We were growing -expanding - progressing. But today we stand on the brink of a new era. We've abruptly moved from an era of abundant and cheap energy to one of scarce expensive energy. This will have profound effects on our rate of economic growth. The employment landscape has changed dramatically too — especially in our central cities. Smokestacks have given way to golden arches as industrial employment has given way to a service economy.

For most of us, getting used to these changes is difficult. For many young people seeking work, it's proving impossible. Since 1974, high minority youth unemployment has remained a permanent condition of the labor market. What youth unemployment now represents, in the ironic words of an expert who spoke at one of our White House seminars, is "the residue of three and a half centuries of social progress."

There are a tragically high number of youngsters left behind as the job gap between the affluent and the poor widens. It would take 120,000 jobs for Hispanic youth in poverty areas to bring them abreast of their counterparts among non-minorities. For black youth in poverty areas, the number is a staggering 645,000 jobs!

In education, the numbers reveal the same inequities. More than 165,000 Hispanic youngsters of graduation age would have to be kept in high school in order to close the education gap. The number for blacks is over 270,000. How we address this problem will be one of the preeminent challenges of the 1980s.

Let me say something about these fundamental shifts.

First, we live in a Post Industrial Economy. In 1949 George Orwell wrote his famous novel 1984. While we have maintained and advanced political freedom in these 30 years, much of the technical world Orwell prophesied is already true and much of the rest is around the corner. We live in a world which is technologically many generations ahead of where it was in the forties. We live in a world of fast food restaurants and self-service gas stations; a world where the Post Office is developing electronic mail and banks are planning to replace cash with electronic fund transfers; and a world of white collar job growth and an explosion of technologically-based occupations.

This post industrial economy has two important consequences for youth employment:

- job growth in manufacturing, where entry level positions lead to good paying positions later, has declined while job growth in service industries where there is less upward mobility has increased. The Department of Labor estimates that between 1974 and 1985 there will be a total of 58 million job openings of which only 12.5 million are in blue collar jobs and 45.5 million are in white collar or services jobs.
- the number of jobs in the labor market which are open to people without a high school diploma has declined significantly. In 1959 the percentage was 34 percent; by 1970, the number had fallen to 9 percent.

The labor market facing young people in the eighties is more demanding, more technological, more service-oriented.

Second, there is a drastically changing composition to the Youth Labor Market. We live in a society which has already been transformed from the picture that many of us still carry with us of Robert Young and Jane Wyman in "Father Knows Best." The notion of the "American Family" as a working father, a non-working mother and two children in school already applies to only 14 percent of all American families.

In the eighties, we will continue to see major demographic shifts that will transform our society and its institutions: We will see a continuing expansion of women in the labor market. In World War II when women were actively needed for jobs, 36 percent of women of labor force age had jobs; in 1970 it had only gone up to 40 percent a year ago it was 48 percent and today its 51 percent

We will soon see a decline in the total number of young people in the labor force as the Baby Boom becomes the Young Adult Boom. But the number of minority teenagers will continue to grow. Perhaps most importantly there will continue the dramatic increase in the number of Hispanic Americans.

Demographers tell us that Hispanics will be our fastest growing minority in the eighties. The median age for Whites is 29, for Hispanic Americans it is 20.

The decline in the total number of young people can mean more opportunites for minority young people - if they are prepared.

There is also a geographic problem. Whereas white teen unemployment is fairly equally distributed between cities, suburbs, and rural areas, minority teen unemployment is very heavily concentrated in urban areas.

Third, the challenge of basic education in the eighties must be met. When we were sitting down to try to get a grip on youth employment and education in the eighties, we knew that there were two groups of people we must talk to: personnel managers and educators. We wanted to make sure that we spoke to the people on the front lines. The private sector personnel managers who control 80 percent of the jobs, and the educators who try to teach 100% of the young people.

At the series of roundtables we spoke to 100 small business personnel managers, 100 large business personnel manager and 100 educators. They told us three things:

1) Personnel managers want to hire kids who can read and write.

2) Personnel managers want to hire kids who have already developed good work habits.

3) Teachers want to play a role in designing any new education program before it arrives in their classroom — unannounced and often uninvited.

Our challenge for the eighties, in my view, is how to meet their three objectives.

These statistics ought to serve as red warning lights for all of us:

- 25 percent drop out rates from high school for blacks and 40 percent for Hispanics.

- 90 percent literacy rates for white kids, 17 years old, but 59 percent literacy rates for blacks of the same age.

We face a problem in the Eighties. Teachers will have more responsibilites placed on them, not less. School boards will be under more pressure from tax payers to explain the doubling of per pupil costs and empty classrooms, not less.

Principals will be facing more parents who are more active and more interested. Parents will be facing principals who are more harrassed. Young people, if my kids are any indication, will be watching more television, not less.

But if we all continue with business as usual in the eighties, we may los another generation of America's young people. We know progress is being made all across the country.

- We have learned that young people seek work and can be employed in large numbers in vital, important tasks for their communities.
- In Baltimore, when part-time jobs were guaranteed to poor young people in the entitlement area, 8,800 youths were thought to be eligible. To date over 13,000 have been enrolled.
- And from Los Angeles, where Ted Watkins has young participants restoring homes moved out of the path of a freeway and relocated in Watts, we have evidence of young people working hard and contributing.
- School and CETA prime sponsors can work together to help young people complete their education and get jobs. In 1978 over $700 million was spend on CETA education programs. There are many examples - in Boston, in Albequerque, in St. Paul, and all across the country.
- Dropouts who want to complete their education often won't return to the schools they've left. The new youth programs are providing alternatives.
    - In Baltimore, Harbor City Learning is operated jointly by the schools and CETA and has been nationally recognized for its educational curriculum for dropouts. Students aged 14-19 are offered two weeks of work alternated with two weeks of education.
    - The Career Intern Program (CIP) is a model alternative education program first operated by Leon Sullivan's OIC in Philadephia and recommended by NIE for replication around the nation.

- Key to the youth employment problem is greater involvement of the private sector. We've learned that while financial incentives help, they aren't enough. Employers must be personally involved in the development of programs. We believe that the Private Industry Councils, established in the 1978 CETA amendments and funded by Congress this year, will provide a way for organizing private sector cooperation with schools and the employment and training system.

- But we have also found that employers expect young workers who can read, calculate and are ready to work.

As we begin to shape the Administration's major new youth initiative for submission to Congress next year, we will keep these principles uppermost in our minds.

First, we must recognize that although poor white youth need help, the problem is disproportionately acute for minorities. It is minority youth who suffer most from poor schooling. And it is clear that the ugly spector of discrimination contributes all too greatly to exacerbating the problem. In this era of tight budget resources, we must target job funds on those individuals and communities in greatest need.

Second, all our programs must recognize how many young people have deep and serious educational needs. It is imperative that those who now read at the third or fourth grade level — and there are all too many — can receive all the help they need, even if it takes three years or more to get what it takes to compete in the job market. Local schools - vocational schools and community colleges must be helped to meet their responsibilities to provide basic education for all American young people. It is crucial that we use every appropriate educational resource in the community to reach those who have already dropped out.

Third, the value of combining schooling with work, or work with schooling, as the vehicle to attracting and holding the interest of young people should be accepted without reservation. In Europe, large numbers of young people begin working part-time while still in school so a job is waiting at graduation.

Fourth, the key role of the private sector must be acknowledged and pursued. The private sector must begin to assume the responsibility for youth employment and training it accepts in other industrial democracies.

In designing programs I believe we have learned from experience. We have learned to be more selective, more flexible in considering solutions. Where we often painted with broad and zealous brushstrokes in the sixties, we now require a finer hand. And nowhere is that approach more critically important to success than in the fight against youth unemployment.

We must capitalize on the ingenuity of local business, local program operators, and community-based organizations. But none of that can happen — none of it — unless we include the local school as a partner in the bargain. Education is and always has been the thread that keeps our social fabric intact.

We cannot resort to finger pointing or charges that one segment of the society or the other, or the government is the cause of our failure. We all share a collective responsibility. We should, instead, point to a future of cooperation, an era of partnership between the schools, the government, and the private sector. With that kind of cooperation, that kind of partnership, we can accomplish much.

— We can look at enriching school resources so that basic skills help can be provided high school students.

— With cooperation from the private sector, we can assure jobs so that youth can find work at the end of employment training — instead of finding an empty promise.

— We can help vocational high schools, community colleges and post-secondary vocational schools be the places where youngsters in need of remedial education get a second chance.

The need to form a new partnership between government, the private sector and our schools is urgent. With thousands of young people out of work, we don't have time to sit back. We need to act before another young person is denied an equal opportunity to approach the starting line. We need to move while there is still time, if we hope to enter the eighties as a more mature and equitable society.

There is unfinished business in our nation crying out for completion, demanding labor that youth can well perform.

I am confident that we can cover that long last mile. For we are the country that raised itself up from the depths of depression. We are the country that overcame the ravages of war. We are the country that won through the diligence of teachers like Martin Luther King the rights that should never have been denied a single man or woman. And I, for one, believe that we will be that country again in the fight to employ our nation's youth.

We must not pay the cost of inaction in the increased cost of welfare and crime and ruined lives. We will strive together for the answers that ensure that youthful hopelessness is never a bill that comes due in America. I pledge that this will be a personal priority of mine, of the Vice President's and of the President of the United States.

Now let's all move from the good words of this conference - to even better actions and deeds.

SESSION V

POLICY AND PROGRAM OPTIONS

Convening five outspoken, nationally known experts in the fields of education and employment and training to discuss policy and program options is a guaranteed recipe for an exciting exchange of ideas. Under the incisive but humorous leadership of Bill Spring, the final session of the conference on Saturday morning captured the overall cooperative spirit of the conference, while making explicit the remaining areas of differences.

AREAS OF AGREEMENT

1. Youth unemployment is a serious problem.

As previous speakers had stated, Bill Spring reminded the participants that youth unemployment may be the most serious domestic problem facing the nation in the 1980s. The social costs of leaving youth outside the mainstream of society, measured in terms of wasted lives, unfulfilled dreams and such anti-social behavior as drug abuse and crime, cannot be exaggerated. Each of the panelists asserted that all institutions have a responsibility to alleviate the problem.

2. New partnerships are needed; existing ones should be bolstered.

The panelists agreed that the resources, including personnel, money and connections to the community of any one institution, are and will remain woefully insufficient to solve the problem. Partnerships which play to the strengths of existing institutions can reduce cost and increase effectiveness. Panelists further agreed that local communities must work out the details and mechanics of cooperation, although they differed on the role the federal government should play.

3. The private sector must be recruited as an active partner.

The private sector provides a type of "reality testing" to the efforts of educators and employment and training people. The panelists were cautious about expecting too much too soon, however. As Dick Conner pointed out, business leaders need to have incentive for active participation in youth employment efforts. For many firms, the federal government would have to provide such incentives in the form of tax credits or other monetary offerings. Unless youth come reasonably trained, however, such incentives are insufficient.

4. The national commitment to improve education in the basic skills must be reaffirmed.

That youth need to read, write, compute, be able to make thoughtful decisions and understand their consequences, and have the skills to function in complex, post-industrial society was beyond challenge. To bring youth to an acceptable level, panelists agreed that a vastly increased commitment on the part of the federal and state governments is necessary. New funds are desperately needed for services to the 12-15 year olds.

In a humorous, but ironic tone, Al Shanker quoted from an article about the mandatory literacy program in Iran. Adults learn to read or are fined. While some might question the motivation of the adult learners, Shanker pointed out test scores do improve.

Panelists and participants pointed out that special programs must be developed to serve the needs of language-minority youth. As James Vasquez stated, given the fact that schools have labeled language-minority youth as "slow", "retarded", or "culturally backward", it is a wonder that any Hispanics graduate from high school.

5. Standards are important.

Recalling Ylvisaker's comments that basic skills education by incompetents would be disastrous, both Marion Pines and Albert Shanker insisted that dispensers of public funds must be held accountable. The form and role of the federal government in establishing or monitoring the needed accountability system was subject to disagreement.

6. New and revised federal legislation must maximize local flexibility.

A nation with almost 500 prime sponsors and 16,000 local school systems cannot and should not impose unified, rigidly controlled policies or procedures. Both CETA and schools have traditionally been the responsibility of locally elected officials. The panelists agreed that this local control is a source of strength and should be maintained. Successful program activities are in large part attributable to local leadership, local experimentation and local goodwill.

7. Youth initiatives have had success.

Robert Taggert pointed out federal youth programs have had significant success in keeping or returning youth to school settings. Entitlement, for example, enrolled more youth than expected, suggesting we are underestimating the scope of youth unemployment. Youth deemed incorrigable have completed equivalency or regular school while earning a salary. The many innovative models showcased at the conference speak for themselves. One major challenge, however, is the difficulty of replication.

ISSUES WITHOUT CONSENSUS

1. Performance Standards and Certification.

The conflict between schools and other parties involved with young people's transition to adulthood was most apparent over issues of standards of performance and certification. Marion Pines asserted that local standards can and should be high and that Baltimore has always required all of its subcontractors to state and achieve mutually determined performance objectives.

Shanker stated that local standards often mean "mushy standards." He further argued that if schools are to be held accountable under national tests such as College Boards, similar standards should be set for CETA staff. Panelists also disagreed about the validity of performance contracting, and the use of tests to measure educational growth. Shanker asserted that while one can honestly measure growth in specific skills such as typing, tests are inadequate and subject to manipulation in more general areas of education.

2. Employability Development

While panelists agreed that it was primarily the schools' responsibility to educate youth in the basics and employers in specific skills, there was some disagreement about the content or identification of what is basic. Conner stated that while employers are willing to give technical training, they often assume that youth know how to take messages, write memos and understand insurance forms. Shanker countered by stating that schools have too little time to teach such specific skills.

Moreover, Shanker questioned whether it was appropriate to award academic credit for work experience; a statement challenged by the other panelists.

3. Incentives for Collaboration.

While panelists acknowledged the positive results emanating from the 22 percent set-aside under CETA, they disagreed as to its future. Shanker implied that the CETA/LEA agreements should be mandatory and financial and, in fact, should be increased. If schools had more money, he reasoned, they could do a better job. Pines favored a "floating" set-aside from a national discretionary pot, that would be used as an incentive to leverage local funds for greater collaboration with LEAs, criminal justice systems, social service systems, etc. Pines also suggested that one way of increasing private sector involvement would be to give review authority to the new local Private Industry Councils for new federal money to secondary education for basic skills/employability development. Such educational plan and program review authority by "outsiders" did not gain universal acceptance by the educators.

HISPANIC CAUCUS POLICY POSITION AND RECOMMENDATION
TO
THE VICE-PRESIDENT'S TASK FORCE
ON
YOUTH EMPLOYMENT

—

SEPTEMBER 28, 1979

Recognizing that an increased sensitivity and awareness of Hispanic issues have been articulated by key speakers of this conference, the Hispanic Caucus also recognizes that this sensitivity and awareness have not adequately been translated into Federal policy or legislation.

As Stuart Eizenstat emphasized in his comments, Hispanics are the fastest growing minority group with the youngest median age. Thus, specific needs of our community can no longer be ignored. Our collective failures to address these needs have led to the highest dropout rate nationally as well as staggering unemployment and underemployment figures.

These concerns have led us to submit a number of recommendations. These recommendations should not be viewed as an effort to divide common minority concerns. The mere fact of growing numbers and past inequities requires specific programmatic and legislative remedies. We offer these recommendations as a step in that direction.

RECOMMENDATIONS

ENTITLEMENT

If the entitlement programs are expanded, efforts should be made to target these programs to geographic areas with significant Hispanic populations.

TARGETING

As stated in the current legislation, youth programs should be targeted to those groups most in need. The special needs of racial and national origin groups who have historically been excluded from equal participation in the labor market because of discriminatory hiring practices must be addressed. Criteria for targeting should include geographic zones, literacy rates, unemployment rates, language proficiency, dropout rates, and other artificial barriers to employment.

DATA GATHERING

The Department of Labor Bureau of Labor Statistics must improve its employment and educational data collection on youth in general and Hispanic youth in particular. Unemployment statistics for Hispanic youth should be compiled and published on a monthly basis rather than on a quarterly basis.

YOUTH PLANNING COUNCILS

Youth Planning Councils are not working as effectively as they should. Community-Based Organizations should actively participate in the Youth Councils. YPCs should identify the barriers to youth employment. These Councils should take more of a planning as opposed to advisory role. They should have sign-off ability on the Prime Sponsor's Annual and Master Plans. Comments from the Youth Planning Council should be attached to grant proposals as a requirement for funding.

ENGLISH AS A SECOND LANGUAGE

English as a Second Language should be emphasized as a program strategy to meet the needs of the "limited English-speaking."

BILINGUAL VOCATIONAL EDUCATION

Funds already authorized for Bilingual Vocational Education should be fully appropriated. Special attention needs to be given to research and curriculum development in Bilingual Vocational Education.

PROGRAM DEVELOPMENT

A national conference sponsored by the Office of Education should be held to develop strategies for the development of Bilingual Vocational Education programs.

SUB-MINIMUM WAGE

A sub-minimum wage for youth should not be implemented. Such a policy would negatively impact Hispanic youth due to the high dropout and pushout rate from our educational institutions and the early age at which they enter the labor market.

INCENTIVES TO UNIONS

We recognize that apprenticeship programs are perhaps the best entre into trade unions which have traditionally excluded adequate number of Hispanics. Contract incentives should be developed to increase recruitment of Hispanic youth into apprenticeship programs. Unions should be expectd to reflect racial and ethnic compositions of labor market.

PRIVATE INDUSTRY COUNCILS

Private Industry Councils should be more responsive to Community-Based Organizations, and Hispanic and other youth.

EDUCATION TASK FORCE ON YOUTH POLICY

RECOMMENDATIONS

What follows are a number of basic recommendations on which major education organizations agree. While they are formulated in terms of general points related to specific legislative modifications, these might well be changed.

I. Major New Initiative For The Junior High and High Schools, modeled after Title I, ESEA and using a concentration formula that would provide for targeting on areas of high unemployment.

chief purposes:

* emphasis on basic skills — the academic skills of reading, writing and computation that are key to employability

* provision for supportive services including counseling and placement services

* specialized education related to job preparation; career education

* limited to in-school, school-age youth

characteristics:

* concentration formula targeted on areas of high unemployment

* forward funding

II. Special Programs Using Exemplary Models, a new section could be added to the Vocational Education Act that would encourage school systems to develop new programs aimed at youth of a variety of ages. School programs would make an effort to reach youth who had dropped out of school, those who never graduated, and those who need basic skill training but are beyond school age. Programs funded would be targeted to areas of high unemployment.

chief purposes:

* creation of counseling and placement office that would be run by school systems

* creation of skills centers run by school systems which would concentrate on employability skills agreed to by both employers and educators

* support for supervised programs for on-the-job training including, for example, cooperative education

* support for job skills training, i.e., vocational education

* support for special summer programs (100% federally funded) concentrating on basic skills, job preparation and work experiences

* support for basic skills for out of school youth

* support for exemplary alternative school and work experience models to be identified

characteristics:

* targeted on areas of high unemployment

* forward funding

* for in school as well as out-of-school youth, including drop-outs

III. Employability Grants for Continuing Education. A new section could be added to the Youth Employment and Development Projects Act which would give special grants to non-college bound youth who meet qualifications for CETA programs in terms of income and age. These sums would be comparable to the sums of federal money now offered to college-bound youth through federal grant programs like the Basic Educational Opportunity Grants program. They would be available only to youth who have finished high school or who have dropped out but are beyond school graduating age.

chief purposes:

* grants to enable youth to obtain high school equivalencies (only available to those over the age of school graduation)

* funds to enable youth to pursue educational qualifications tied to job promotion — the career ladder concept

* to make funds available for use in community colleges and technical schools

* to coordinate fund distribution through the school system

other characteristics:

* available only to youth who qualify by income and age to take advantage of the CETA youth system

- only for youth who are older than school age

- forward funding

IV. Changes and Incentive Affecting the 22% Provision of the Youth Employment and Training Program Title of YEDPA. Local Education Agencies should continue to receive the 22% set-aside, and there should be no changes to broaden recipients of these funds. Consolidation of training programs for school-aged youth is advisable, and the 22% set-aside should apply to such a consolidation. An amount of incentive money should be added to this part of the program which would give school systems added amounts if they use their 22% funds for the types of programs listed under part II, Special Programs.

chief purposes:

- to maintain support for education-related activities using the CETA delivery system with improved efficiency

- to encourage school systems to develop better ways of using funds for model programs

V. Standards and Restrictions. Provisions to upgrade the standards of CETA supported programs should be added to legislation, as well as requirements for increased accountability and data collection. The decentralization of the existing system has made it impossible to have a clear picture of whether or not federal funds are actually being put to good use.

chief purposes:

- programs involving training that are run outside of the school systems should require staff and other standards equivalent to those of the public schools in the prime sponsor area

- local education agencies should have sign-off rights on all training programs for school-aged youth

- CETA youth programs should be accompanied by a data, evaluation and accountability systems at least as comprehensive as those provided for in federal education legislation

- all public service jobs for structurally unemployed youth should have an educational component

COMMUNITY-BASED POLICY POSITION AND RECOMMENDATION TO THE PRESIDENT'S TASK FORCE ON YOUTH EMPLOYMENT

Mr. Chairman, since the 1960's, citizens groups have been involved in working in local communities to bring about positive change for the constituencies that they are mandated to serve. In this regard, we have fought to seek redevelopment. We have been at the cutting edge agitating and mobilizing resources to change the direction that this country takes with respect to its disadvantaged. Citizens' groups, which include families and youth, i.e. Community-Based Organizations, must have an active role in the setting up of national and local priorities with respect to the substance, methodology, resource allocations and implementation for youth employment, training, and educational programs.

In this regard, we recognize the legitimacy of the presence of other actors in the policy formulation process involving youth, such as educators, administrators, unions, private businesses, and local units of government. As such, we support the idea that we must have new partnerships which involve all of the above. Yet, we are adamant that citizens' groups (CBOs) be included as full and equal partners in the policy formulation process as previously stated.

We affirm the right of citizens to help themselves. As such, we recognize the need to continue and expand youth employment, training, and educational programs to be operated directly by CBOs. In this regard, Community-Based Organizations must have the right to design their programs.

It is for this reason that we want to take this occasion to make sure that this conference gives full recognition to CBOs and our right to participate in youth employment, training, and educational programs. Therefore, we offer the following policy recommendations:

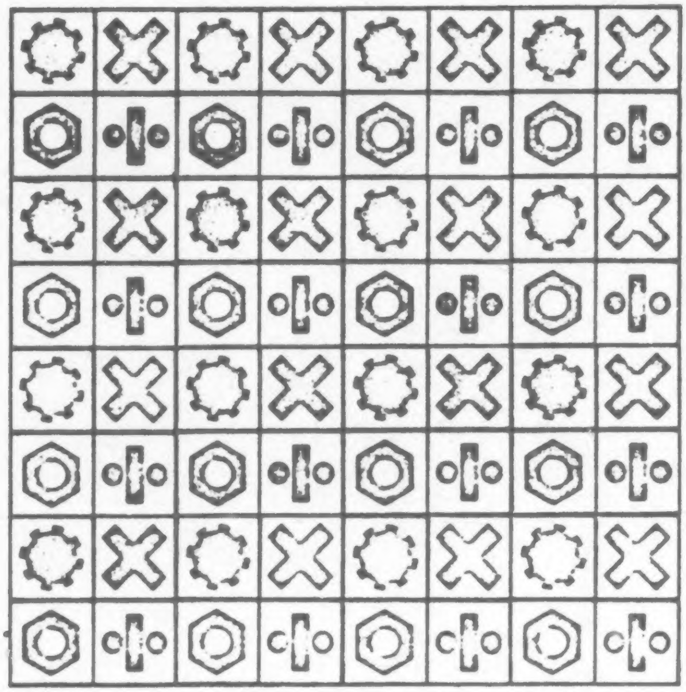
- That the CBOs would support collaboration and cooperation with local school boards and local school districts for the improvement of the quality of education of the schools in the district.
- That CBOs be included as a crucial provider of CETA services especially those related to youth through all titles of CETA.
- That CBOs have the right to determine their own criteria for those persons who shall be hired to staff the CBO programs for YEDPA (Youth Employment Demonstration Project Act).
- That we oppose any resolution that would, in effect, give the school board the power of signing off on any CETA funds on educational training.
- That we oppose the resolution requiring CBOs' personnel to have the same credentials as local education staff.

That we support the 1977 CETA regulations that established CBOs as critical partners in the policy formulation and program providers for youth employment and training programs. We wish to advise this conference that we did not come to our basic policy decision hesitantly but rather engaged in deliberations on Thursday, September 27, 1979, with 22 representatives of organizations, local and national, that could be commonly termed citizens' and/or CBOs. The organizations include:

Neighborhood Center—Day Care Association
National Youth Work Alliance
National Council of La Raza
SER-Jobs for Progress, Inc.
Cities-In-Schools
WHCAC
Greater Hampden Task Force on Youth
North Central Youth Service Bureau
Urban Initiatives
Alternative Schools Network
Casa Del Sol
National Urban Indian Council
Association for the Advancement of Mexican Americans
Open Road
U. S. Student Association
Georgetown University—Sociology Department
National League of Cities
Center for Independent Living
Institute of New Cinema Artists, Inc.
Puerto Rican Youth Public Policy Institute
San Bernadino West Side Community Development Corporation
T.W.O.
Coil Prep
OBECA/Arriba Juntos

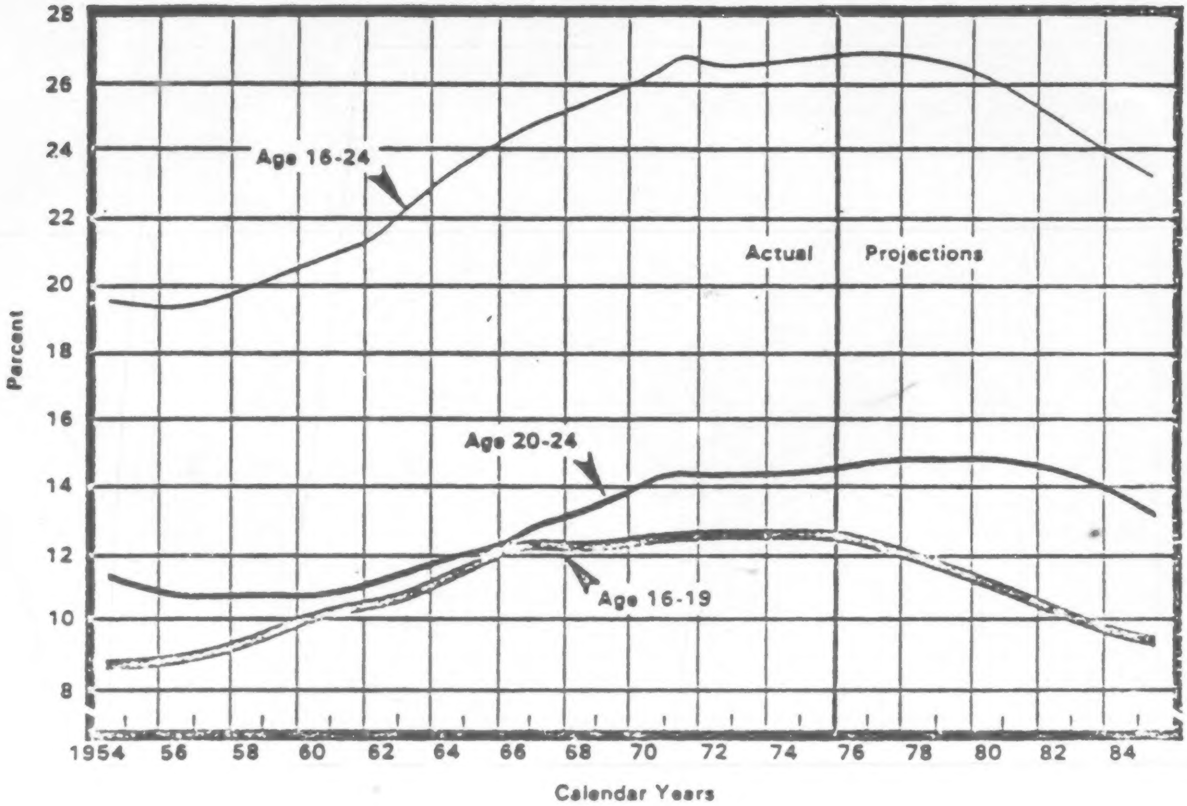
We reaffirm the need for a national coalition for CBOs such as that developed during the Little Rock Youth Conference and as such have authorized the formulation of an organizing committee. In conclusion, we seek only equality and the right to include the citizens that are to be affected by and through the youth programs in the process for program development and program implementation. We extend our thanks in partnership with others who feel that the business of educating and training our young people is everybody's business including CBOs.

APPENDIX



YOUTH POPULATION AS A PERCENT OF TOTAL POPULATION

Age 16-24, 1954 to 1976 Actual and 1977 to 1985 Projections



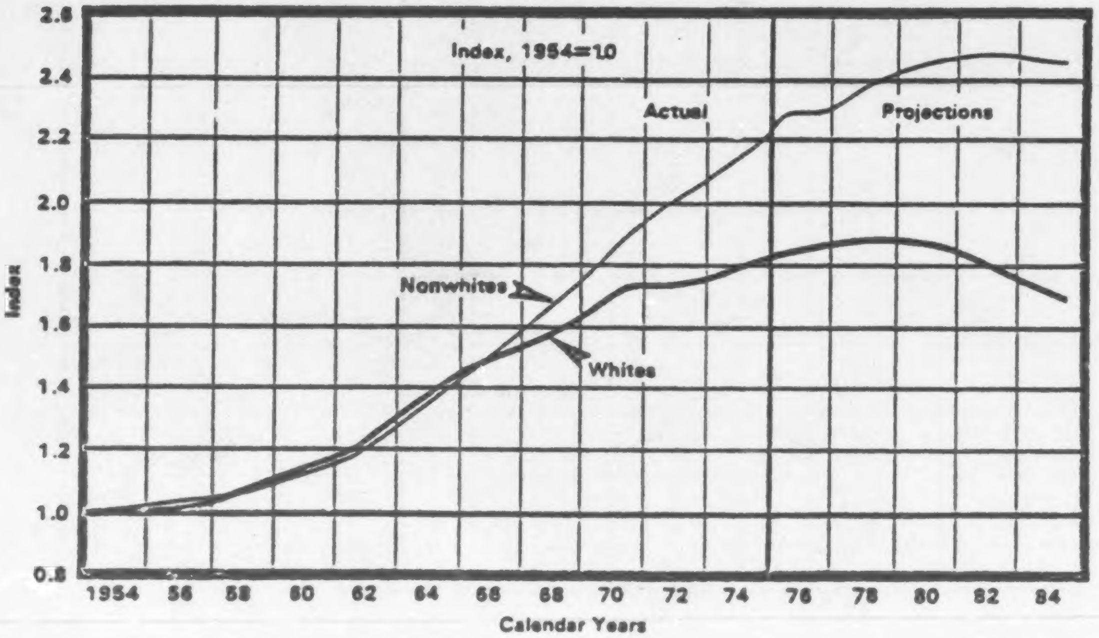
SOURCE: Bureau of the Census

The proportion of youths in the total working-age population (aged 16 to 24) has reached a peak and will be falling between now and 1985. The decline in the proportion of teenagers has already begun, while the decline for 20-to-24 year-olds will not occur until after 1980. Based on past relationships, the decline in the share of teenagers in the population may reduce the teenage unemployment rate by something less than 1 percentage point by 1980, and by perhaps another 1 to 2 percentage points between 1980 and 1985. The decline in the share of youths aged 20-to-24 between 1980 and 1985 will reduce the unemployment rate for this groups only slightly (less than 0.5 percentage points).

At least two caveats must be added; both tend to mute the favorable affect of declining numbers of youths on youth unemployment. First, the trend in the youth labor force participation rate has been clearly upward and some further, though more moderate, increase seems a reasonable expectation. Second, the number of nonwhite youths, whose unemployment rates are substantially higher than those of white youths, will continue increasing relative to the number of white youths.

GROWTH OF YOUTH POPULATION BY RACE

Age 16-24, 1954 to 1976 Actual and 1977 to 1985 Projections

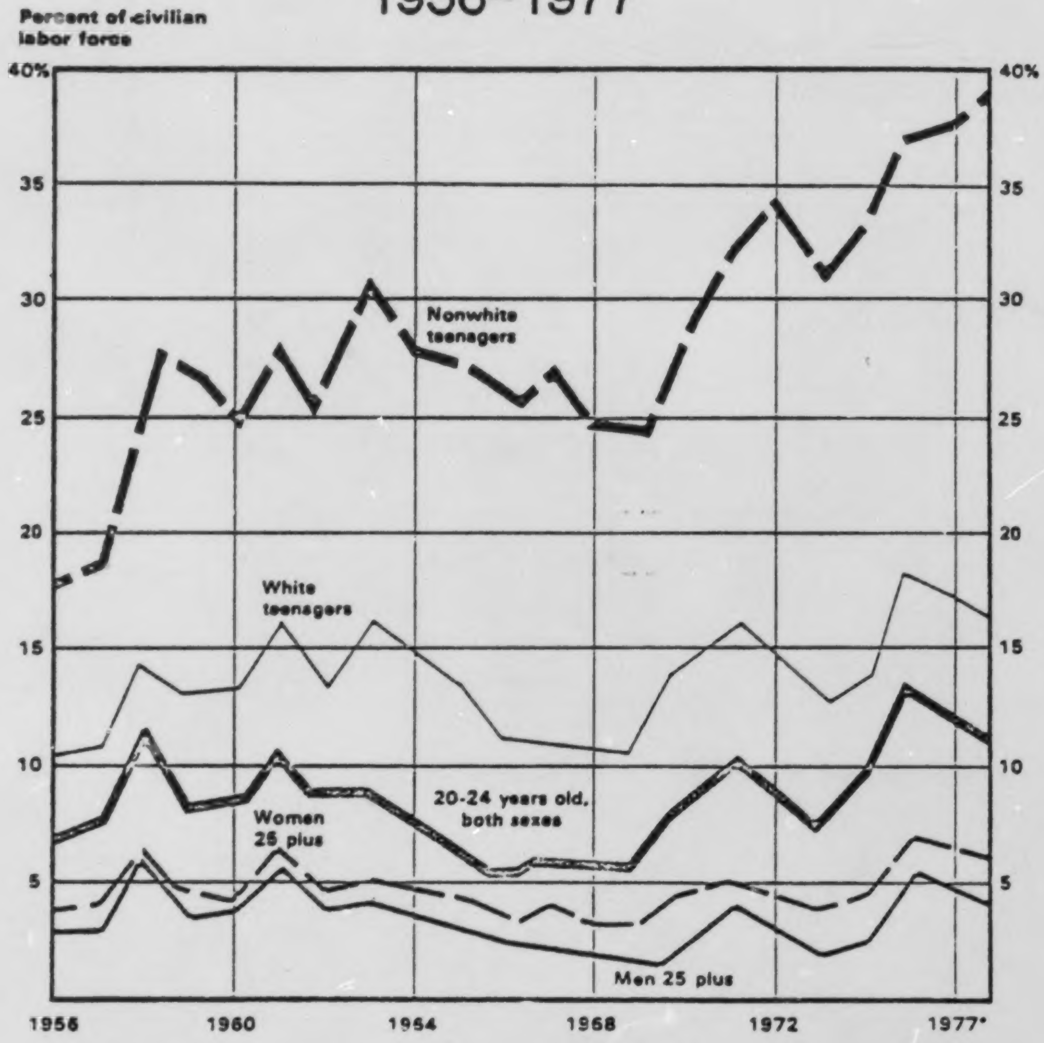


SOURCE: Bureau of the Census

The supply of unskilled workers seeking entry-level and part-time jobs has been increased by the demographic bulge in the number of both nonwhite and white youths and by rising labor force participation rates for adult women and white teenagers. To a significant degree, these groups of workers compete for the same types of jobs. Because of discrimination and a relative lack of training, nonwhite teenagers have fared worst in this competition. The projections indicate, however, that while the number of whites 16-to-24 years of age will peak in 1980 and decrease thereafter, the number of black youth will continue to increase.

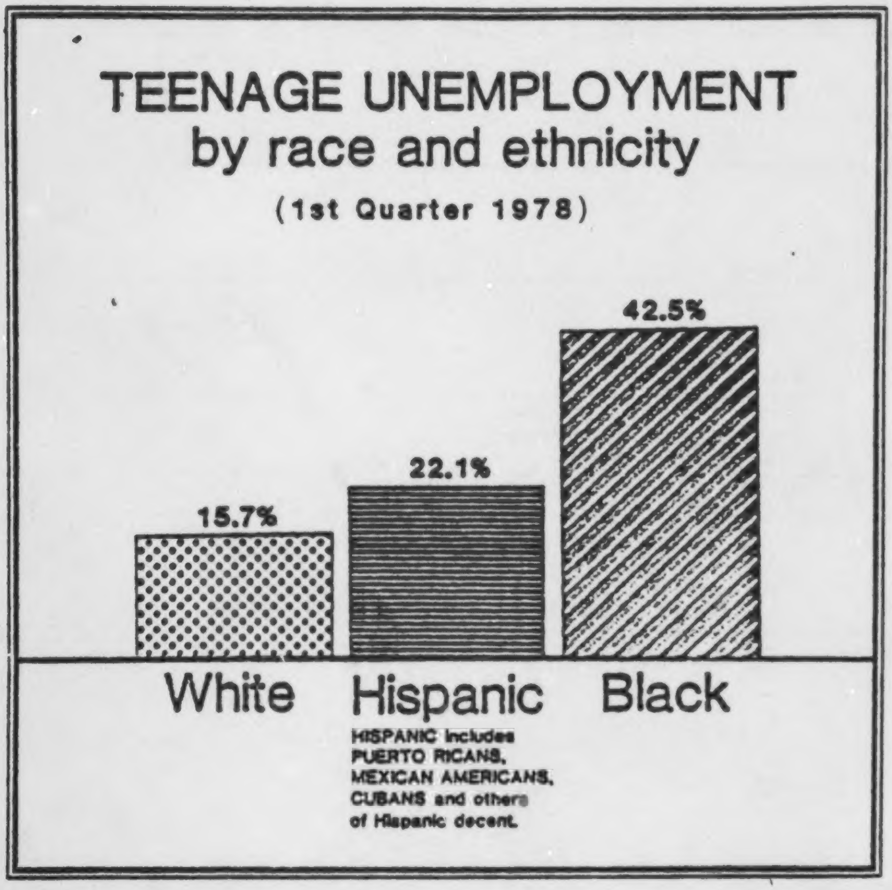
WORKPLACES
&CLASSROOMS
A Partnership for the 80's

Unemployment Rate by Age & Sex, 1956–1977



*Average of the first nine months of 1977
Source: Department of Labor, *Employment and Training Report of the President* (1977) and *Employment and Savings Earnings* (various issues).

For some groups, unemployment in the last twenty years has consistently been much higher than that for others -- in good times as well as bad. Thus, the unemployment rate for white teenagers has remained three to four times as high as the rate for male adults, while the unemployment rate for black teenagers has been approximately double the rate for white teenagers. Currently, unemployment rate for black teenagers is approaching three times the rate for white teenagers. In addition, rates for all groups but nonwhite teenagers show a downward trend.



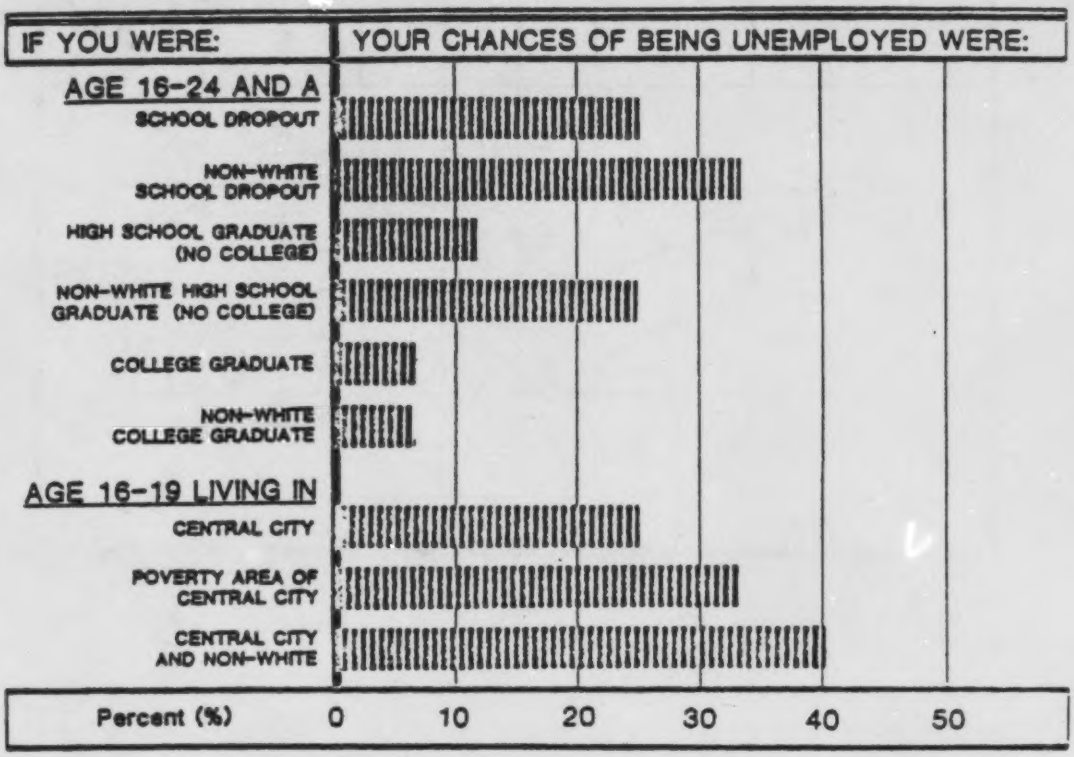
TEENAGE UNEMPLOYMENT
by race and ethnicity
(1st Quarter 1978)

There are substantial differences in unemployment within the groups of Spanish-origin youths. The data suggests that the unemployment rate for Puerto Rican youths tends to be quite close to that for black youths. While still higher than the average for all youths, the unemployment rate for Mexican-American youths seems to be much closer to the average for all youths. Finally, Spanish-origin youths of neither Puerto Rican nor Mexican descent, such as Cubans and various Latin Americans, had an unemployment rate lower than the average for all youths.

Some of the reasons for the above-average unemployment among most groups of Spanish-origin youths include educational disadvantages, language barriers, discrimination and location. In addition, a significant number of Mexican-American youths are employed as migratory farmworkers--a sector of the economy that has high frictional and high seasonal unemployment.

Source: "Quarterly Economic Report on the Black Worker," National Urban League, Report No. 11, First Quarter, June, 1978.

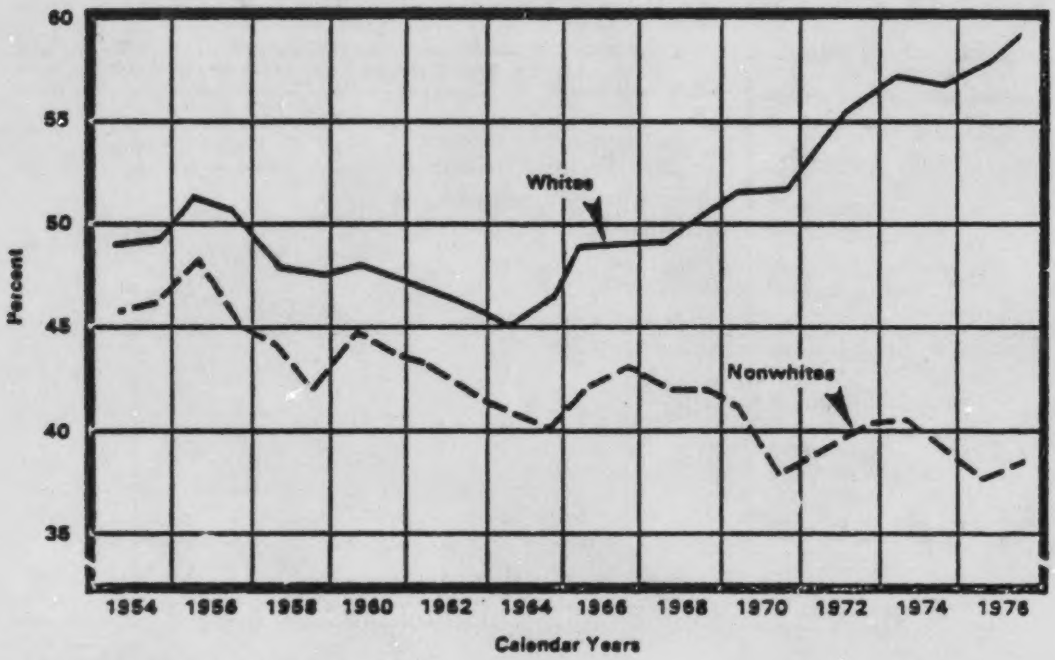
The Chances of Being Unemployed for Various Youth Groups in 1976



Source: U.S. Bureau of Labor Statistics

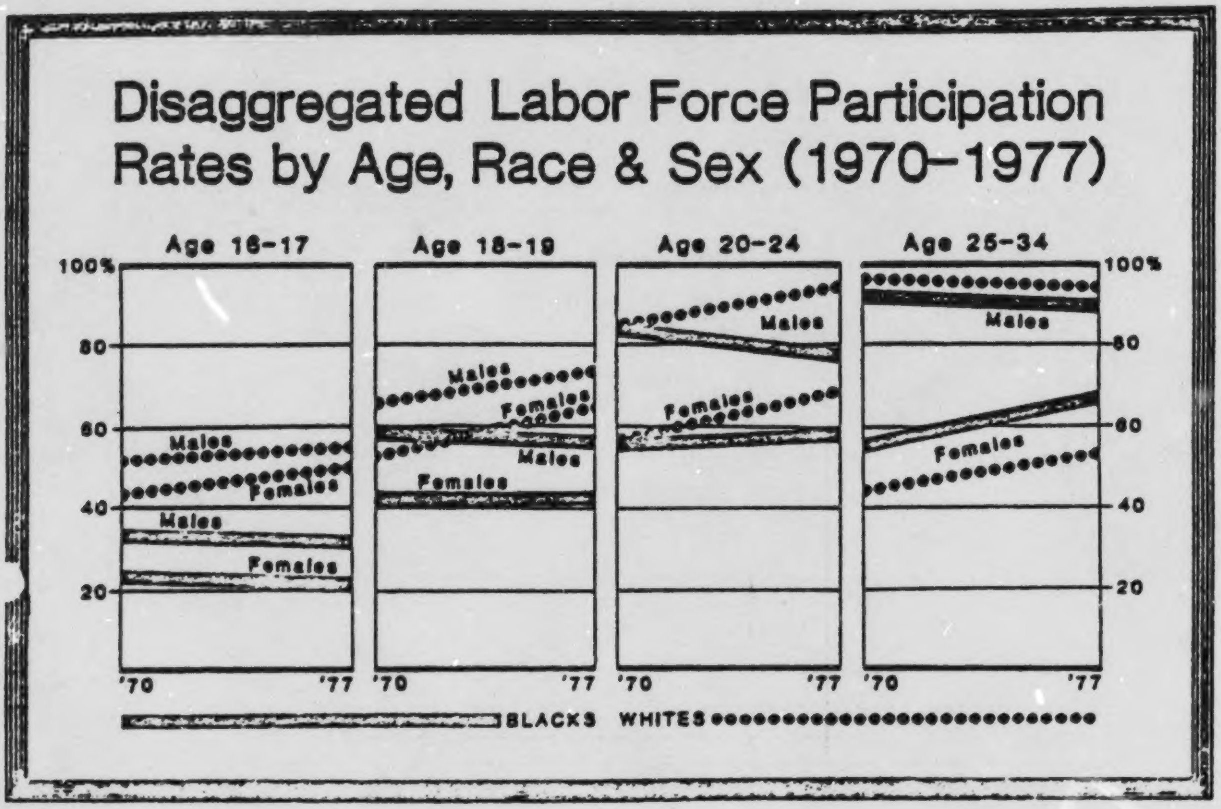
CIVILIAN LABOR-FORCE PARTICIPATION RATES OF TEENAGERS

Age 16-19, by Race, 1954 to 1977



SOURCE: Bureau of Labor Statistics

A comparison of unemployment rates only understates racial differences in the labor force status of youths. Labor force participation rates of nonwhite teenagers have shown a long-term downward trend, and they are substantially below those of white teenagers. In addition, the gap between the two groups has increased dramatically since 1964. At that time the nonwhite labor force participation rate was approximately 40% and the white rate was approximately 47%. By 1977 the white labor force participation rate had increased to almost 60% while the nonwhite rate had dropped below 40%.



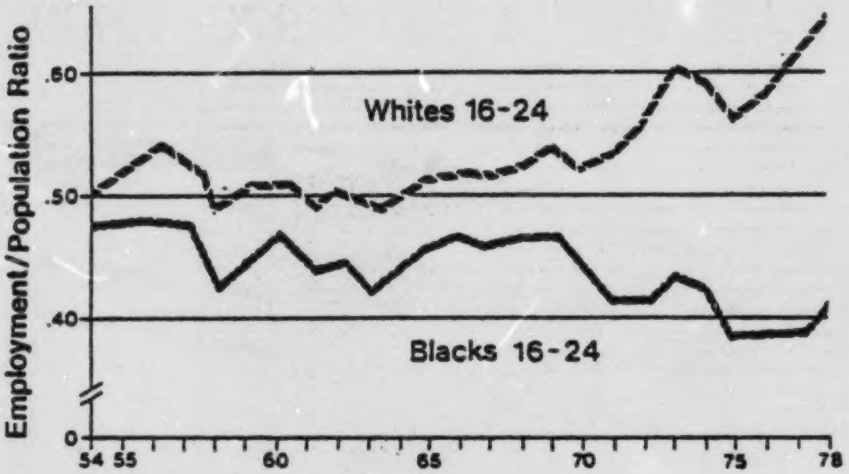
Disaggregated Labor Force Participation Rates by Age, Race & Sex (1970–1977)

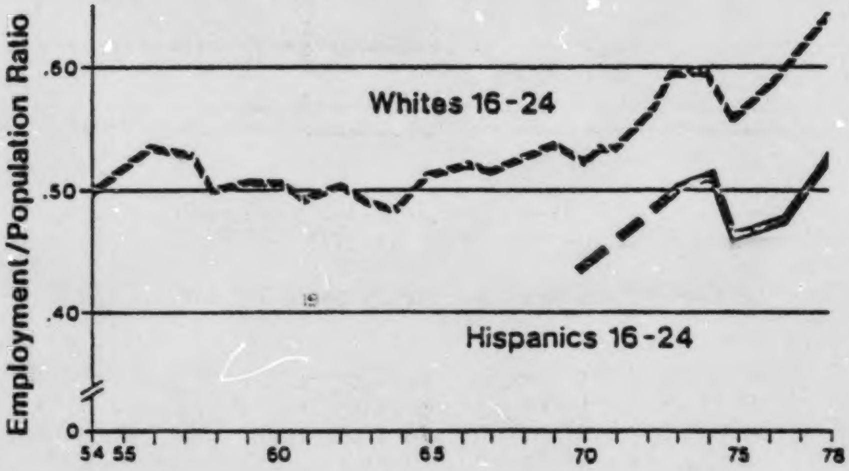
Much of the reason for the black failure to gain ground economically is revealed by "disaggregated" labor force participation rates, which show how many of the potential workers in a given group actually have jobs. In no age category for either sex has the trend of this rate favored blacks over whites In a few categories, the rates have run essentially parallel; in most, whites have gained more or lost less than blacks; and in some, including those for males under 25, the trend has been down for blacks, up for whites. (Based on Labor Dept. data, which lump all nonwhite races. Blacks account for about 92% of this category).

Source: Black Enterprise, June 1979.

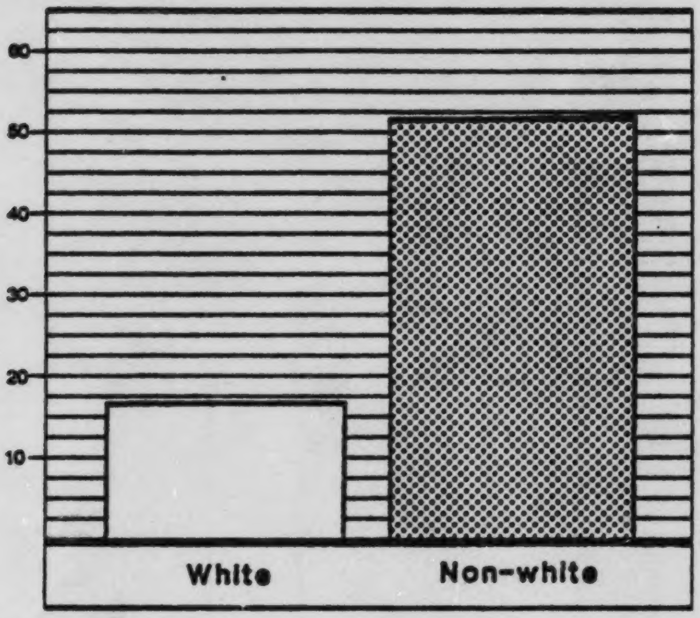
Who's Losing Ground?

Employment/Population Ratios Over 25 Years (1954-1978)





PERCENTAGE OF
Unemployed Youths
FROM FAMILIES BELOW POVERTY LINE (1977)



The percentage of unemployed youths from families below the poverty line was three times higher for nonwhites than for whites in 1977.

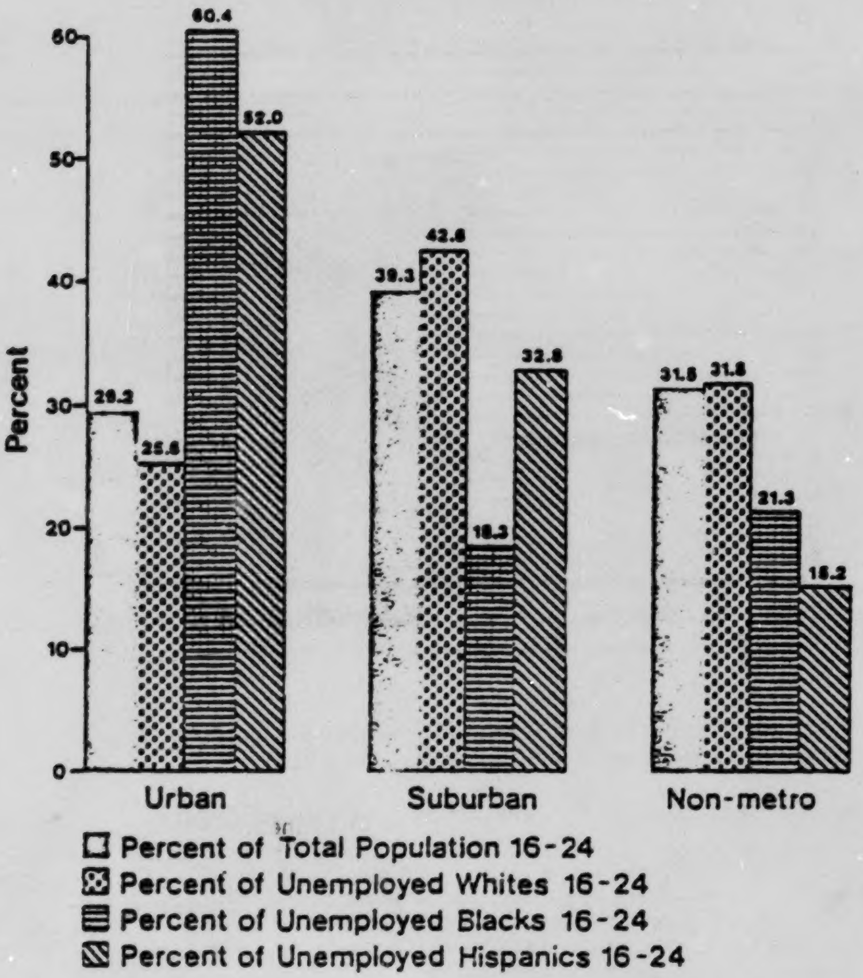
Source: Rockefeller Foundation, Conference on Youth Unemployment

Contrary to the popular opinion that teenagers work primarily to have "pocket" money, in 1969-70 14% of black teenagers working below the minimum wage level were primary wage earners for their families. As another indicator of links between family poverty and youth unemployment, black family poverty was 90% higher in families with unemployed youths than in those families with employed youths.

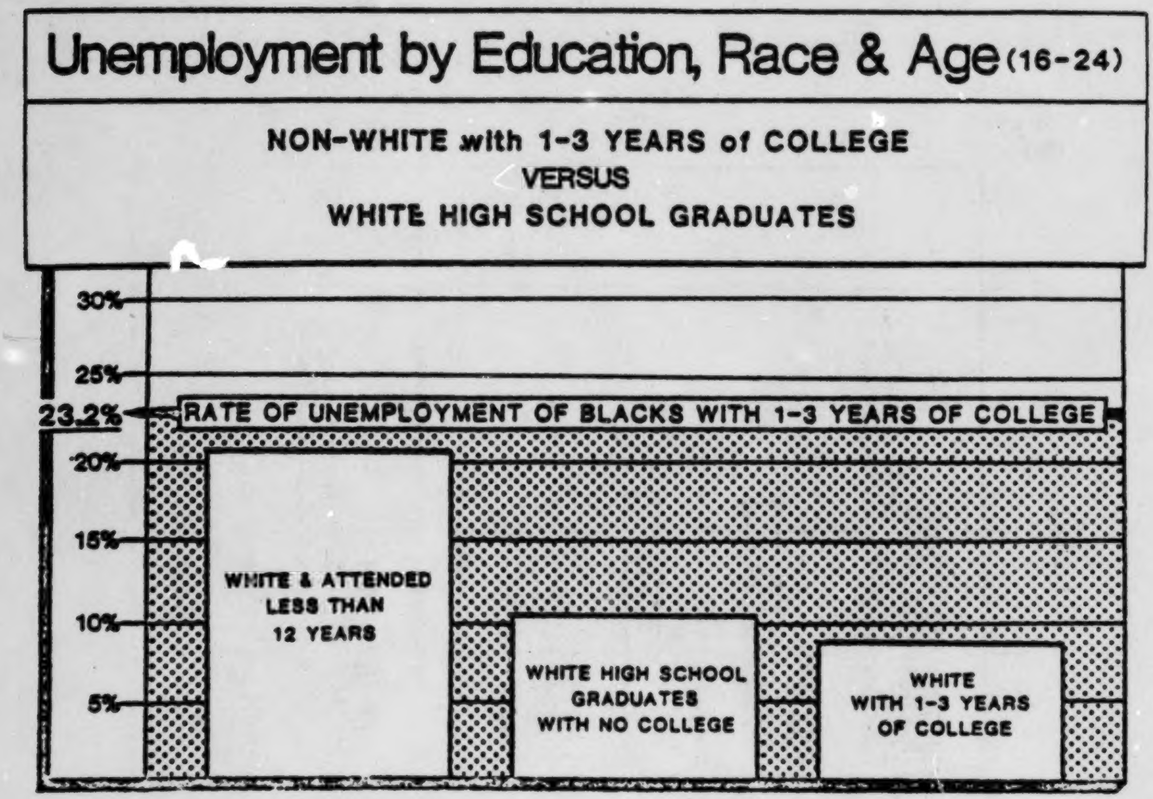
Focusing on the Heart of the Problem

The Location of Youth Unemployment

1978

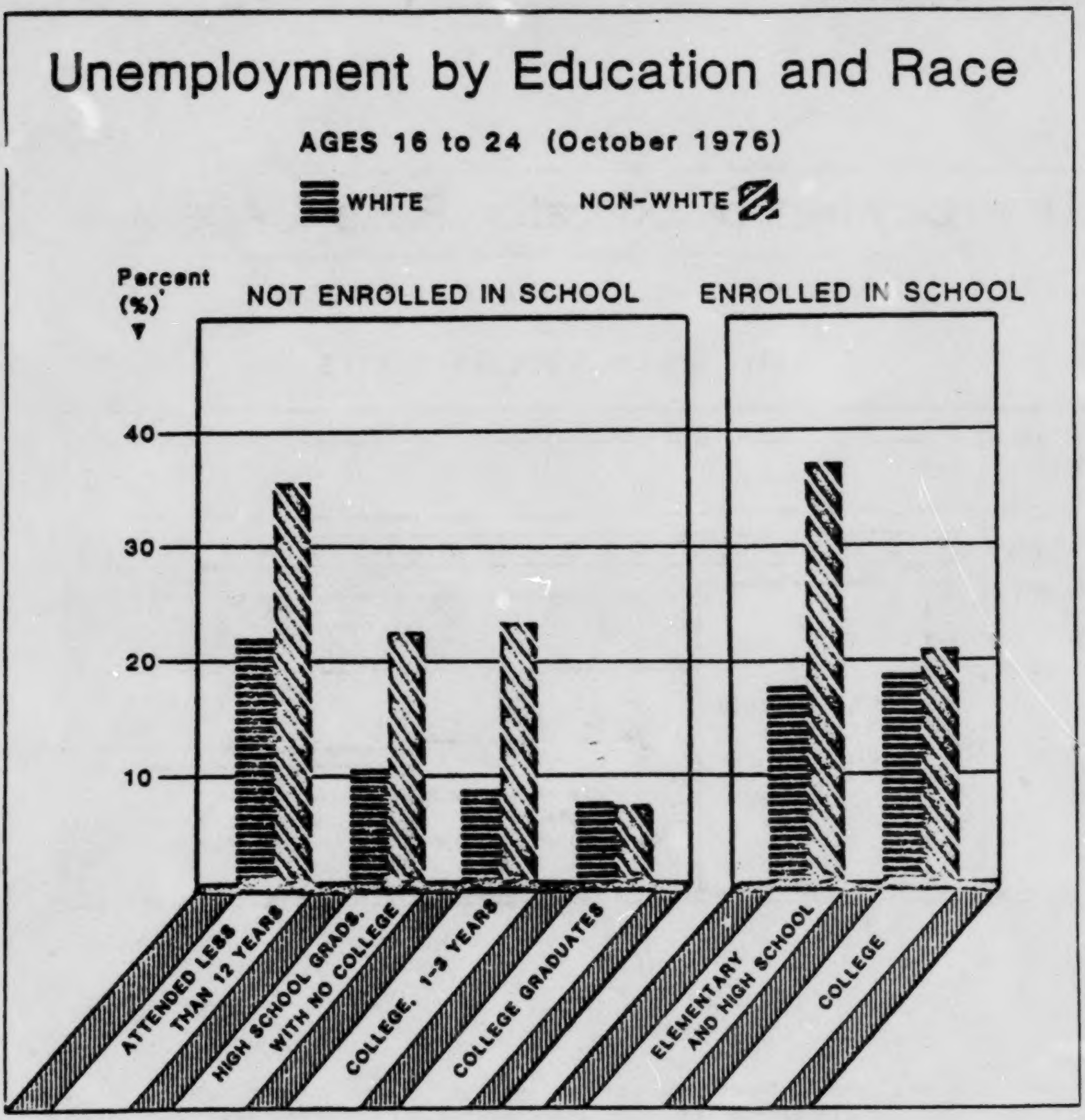


Source: Bureau of Labor Statistics, 1978 Annual Averages


Unemployment by Education, Race & Age (16-24)

NON-WHITE with 1-3 YEARS of COLLEGE
VERSUS
WHITE HIGH SCHOOL GRADUATES

Nonwhites with one-to-three years of college have higher unemployment rates than whites for all categories. The effects of discrimination are especially apparent considering that nonwhites with this level of educational attainment have higher rates of unemoloyment than white high-school drop-outs.

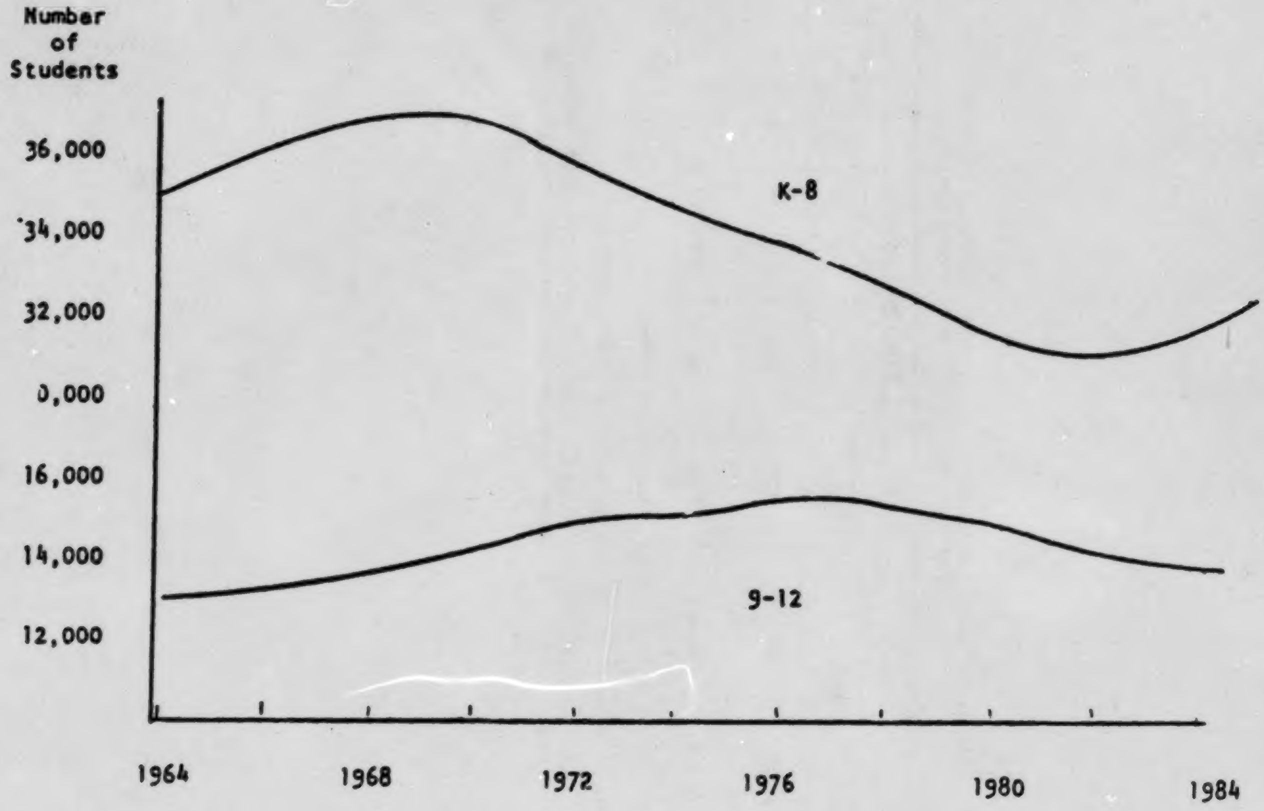


Unemployment by Education and Race

AGES 16 to 24 (October 1976)

- Unemployment rates are highest for high school drop-outs, especially for nonwhites.
- Nonwhite youth unemployment rates are higher than those of whites for all comparable education categories except the college graduates group.
- In some cases, increasing levels of educational attainment result in lower rates of unemployment. This is true for whites, but for nonwhites the unemployment rate is actually slightly higher for those with 1-3 years of college than for those who are high school graduates.

ENROLLMENT IN GRADES K-8 AND 9-12, 1964-84, ESTIMATED AND PROJECTED BY HEW



ENROLLMENT TRENDS FOR ELEMENTARY AND SECONDARY SCHOOLS IN THE UNITED STATES, 1960-1974, AND PROJECTED FROM 1975 TO 1990[1]

Enrollment Trend	Educational Level									
	Elementary					Secondary				
	Years	Initial Enrollment[2] (in 000's)	Final Enrollment[2] (in 000's)	Absolute Change (in 000's)	Percent Change	Years	Initial Enrollment[2] (in 000's)	Final Enrollment[2] (in 000's)	Absolute Change (in 000's)	Percent Change
Rising	1960-1969	32,492	36,797	4,305	13.2	1960-1975	9,689	15,367	5,679	58.8
	1983-1990	29,521	33,871	4,350	14.7					
Falling	1970-1982	36,677	29,475	-7,202	-19.6	1976-1990	15,339	11,876	-3,463	-22.6

[1] Projected figures are based on Series II of the U.S. Bureau of the Census.

[2] Historical enrollment data is for total public and non-public regular day schools.

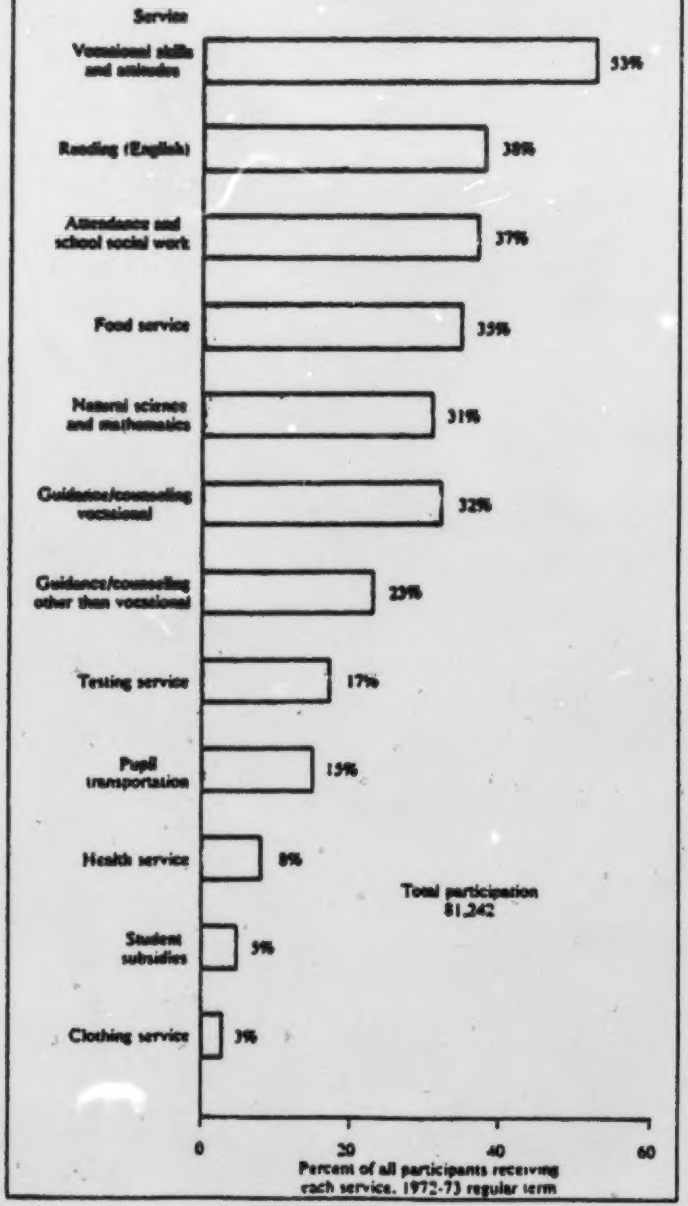
SOURCES: See Table 2.1. Also: National Center for Education Statistics, *Projections of Educational Statistics to 1983-84* (Washington, D.C.: U.S. Government Printing Office, 1975), Table 3; and National Center for Education Statistics, *Projections of Educational Statistics to 1980-81*, Table 1.

Services provided to reduce the problem of high school dropouts include counseling, academic assistance and personal services.

See Table 3.14

Chart 3.14

Federally Funded Services to Dropouts



The Impact of Federal Employment, Training, and Education Efforts

	FY	1976	1977	1978	1979
Increased education funding (000 000)		$8,222	$8,958	$10,554	$12,135
Increased employment and training funding (000 000)		$6,288	$6,877	$10,784	$11,729
Increased enrollments in CETA programs					
Service years (000)			981	1,467	1,544
New participants (000)			2,716	3,358	3,142

	1976	1977	1978
Increased employment among minority teenagers			
Black (000)	586*	495	557
Hispanic (000)		371	412
Lower teenage unemployment	16.9%	15.4%	16.3%
Lower minority teenage unemployment			
Black	37.1%	38.3%	36.2%
Hispanic	23.8%	22.9%	20.6%

*1976 data for blacks and other

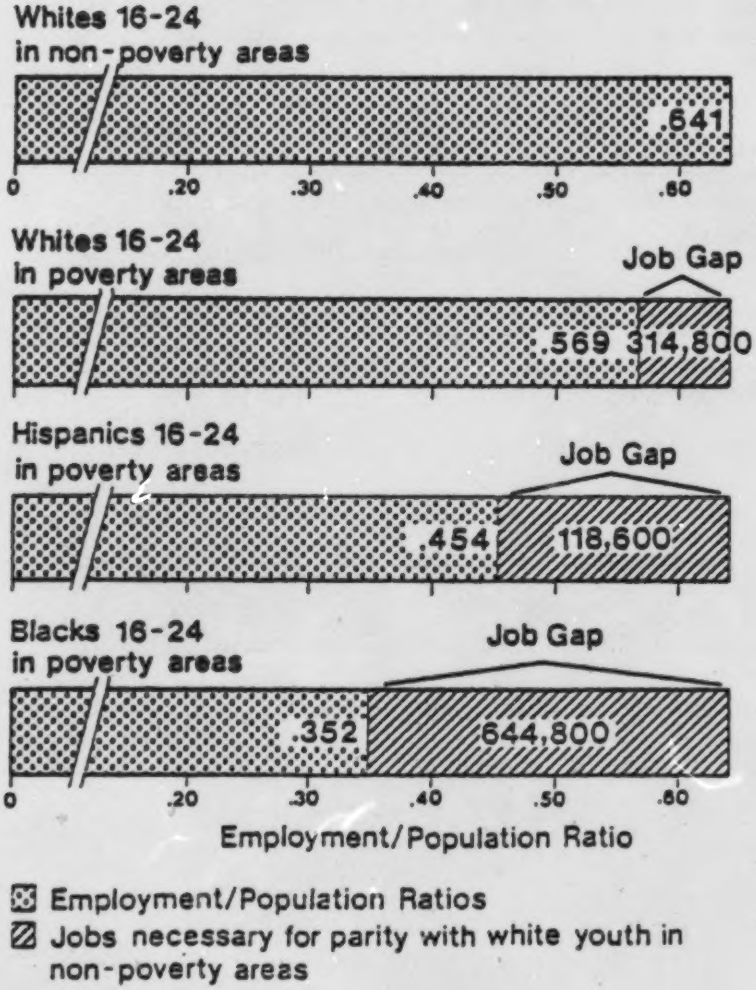
Sources: Unpublished tables from Office of Education, Education Division, HEW
Training and Employment Function 504, Part 5 of The President's Budget
1980 Training and Employment Special Analysis, OMB
Employment and Unemployment in 1978, Bureau of Labor Statistics
Employment and Training Report of the President, 1978
Unpublished data, Bureau of Labor Statistics

WORKPLACES
&CLASSROOMS
A Partnership for the 80's

Equalizing Opportunities:

Closing the Job Gap for Poor Youth

1978



Source: Bureau of Labor Statistics, 1978 Annual Averages

WORKPLACES
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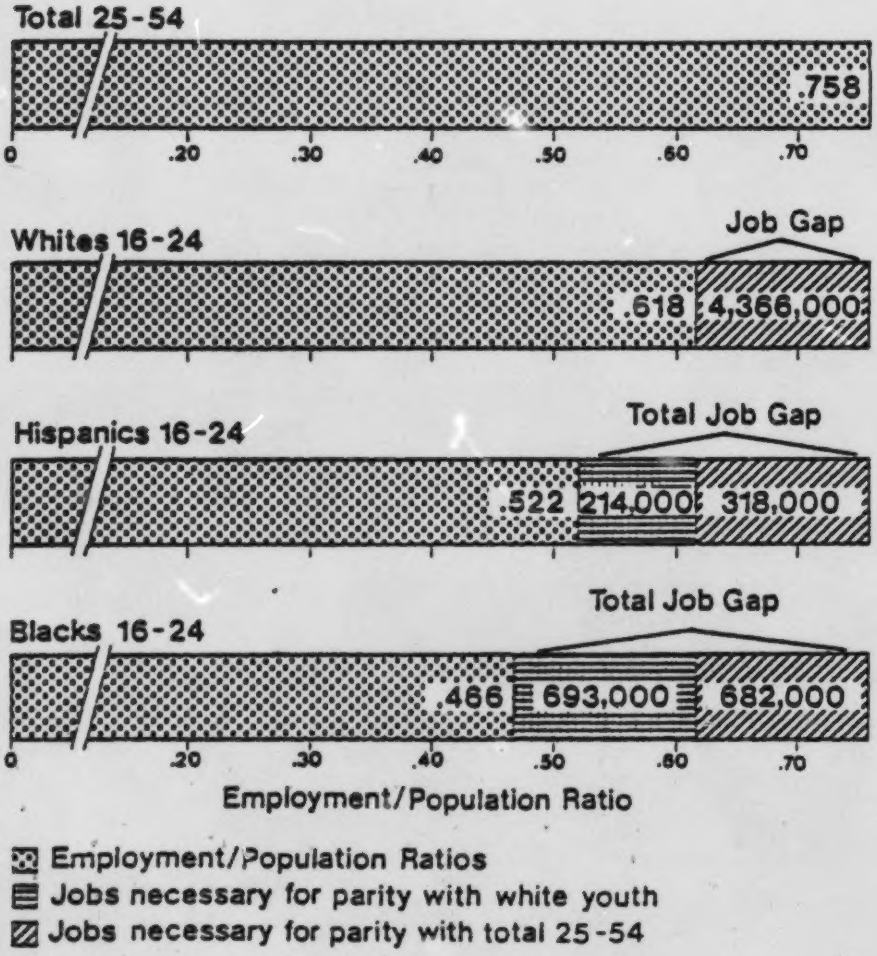

Source: Unpublished estimates from the Bureau of the Census, consistent with independent controls for current population surveys
"Employment and Unemployment During 1978," Bureau of Labor Statistics

INVOLVING SCHOOLS IN EMPLOYMENT AND TRAINING PROGRAMS FOR YOUTH

by

Gregory Wurzburg
Executive Director
National Council on Employment Policy

Dr. Joseph Colmen
President
Education and Public Affairs

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

Current Policy

One of the hallmarks of the Comprehensive Employment and Training Act has been its repeated emphasis on linking local CETA prime sponsor employment and training programs with other local agencies. The various mandates for collaboration have produced few results, however, for lack of mechanisms to facilitate the process of, or of incentives sufficient to overcome the obstacles to cooperation.

The Youth Employment and Demonstration Projects Act of 1977 includes the usual exortations for collaboration, especially between CETA sponsors and local education agencies. But the Act also includes a specific mechanism to spur it: a provision under the Youth Employment and Training Program reserving 22 percent of each sponsor's formula allocation to be administered under the terms of an agreement between the sponsor and the local education agency (agencies).

The importance of the YETP 22 percent set-aside cannot be overstated. It has set in motion the forces necessary for genuine collaboration between the education establishment and the employment and training establishment. In isolated instances, usually where schools and CETA offices were already working together, alternative education programs and other joint ventures are thriving.

The 22 percent set-aside appears to be necessary, but it is not sufficient for collaboration. For the most part, the results of CETA-LEA collaboration are uncertain, formal agreements notwithstanding, because there are considerable impediments to progress in the collaborative process. Administrative and substantive differences between the two institutions stand in the way. Nonfinancial incentives (or the removal of disincentives) are necessary along with more substantive guidance with regard to program models and institutional roles. So far, there is no definite policy or set of mechanisms to move the tentative CETA-LEA partnerships beyond their present stage.

In the final analysis, collaboration between the manpower and education establishments can be successful only if it is accepted at the local level. The challenge is coaxing along the two disparate parties. Cases of healthy CETA-LEA partnerships as well as cases in which there are chronic ill feelings between CETA prime sponsors and local educators bear out the conclusion that financial incentives alone are not sufficient to push the collaborative programs already established beyond the rudimentary stage, or even sustain the progress achieved so far. Because of the administrative authority that local CETA sponsors have to the Department of Labor, they can be "won over" by way of the normal prime sponsor channel. But because local schools have no accountability to the Labor Department and little accountability to the U.S. Office of Education, the route for influencing them must be less direct. They certainly cannot be coerced. Instead, models for policies, programs, and collaboration are needed. If they can be used to convince local educators about the importance of employment and training programs for youth, the validity of a role for them in those initiatives, and the feasibility of developing those roles, perhaps their cooperation can be won. CETA prime sponsors, however, are not the ones to provide LEA officials with information or guidance. While they are applying the outside pressure for change in schools, they are not equipped, nor do they have the standing in the education community to direct such change. The objective then is to utilize alternate channels for influencing local education policymakers.

The Next Step

The U.S. Department of Labor is already relying on the cooperation of educators in a number of interest groups and associations to identify exemplary employment and training programs based in schools and models for collaboration between schools and CETA prime sponsors. The Department has also undertaken a number of joint programs with the U.S. Office of Education in implementing and evaluating YEDPA. The leadership in the Office of Career Education and Bureau of Adult and Vocational Education has been especially cooperative, endorsing the concept of CETA-LEA partnerships and using the access they have to local schools to provide ideas and encourage progress. Additional measures and a clear articulation of some current ad hoc policies seem necessary though.

1. Because institutions seem most subject to change in response to pressure initiated from the outside and endorsed on the inside, the Department of Labor ought to continue its strategies of relying on education groups that already support a manpower-education partnership for youth, to persuade other educators.

2. Changing institutions by adding on new functions is probably easier than changing them by adapting old functions to serve new purposes. Although the U.S. Office of Education is cooperating with the Department of Labor in supporting the new initiatives under YEDPA, there are education laws already on the books that can serve some of the same purposes as YEDPA. USOE ought to review implementation of those laws and determine whether they might be implemented differently to better complement YEDPA.

3. A common complaint in the education community is that educators (with the exception of vocational educators) were not consulted during the development of YEDPA. Debate skipped the question of whether education should take a role in employment and training programs, in favor of the matter of defining how education should be involved.

Because educators feel YEDPA was done to them, it still lacks the whole-hearted support of even the Washington education establishment, to say nothing of other educators around the country. The single most feasible strategy for coalescing support of the education and employment and training institutions around a single purpose might be to create a shared vested interest between them by developing new legislation through a joint process involving education and manpower interests.

4. Because of the federal character of traditional employment and training programs and the reluctance of the federal government to take an activist role in local education affairs, the notion of CETA-LEA linkages may pose something of a dilemma for policymakers concerned with maintaining the autonomy of local schools. But since LEA cooperation in YETP is optional for schools, policymakers should not adopt the alternative suggested by some educators of giving LEAs unilateral authority over YETP set-aside funds. This is because where sponsors have abdicated authority over the set-aside, the resulting school programs frequently have been conducted without regard to overall YETP program objectives or other CETA youth programs. A lack of prime sponsor authority in these cases has reduced the effectiveness of YEDPA dollars and, more importantly, provides little incentive or pressure for changing the programs schools provide or improving their services to economically disadvantaged youth.

In order to assure the independence of LEAs, however, while giving them a piece of the manpower pie, it might be desirable to funnel a portion of what would otherwise be prime sponsor allocations down to the local level by way of state education agencies, and require LEA officials to administer that money under the terms of an agreement negotiated with CETA sponsors.

5. Whatever the respective roles that CETA sponsors and LEAs may take in jointly-supported local education/training/employment "systems" for youth, the development of such systems will take time. National policymakers ought to take this into account in establishing objectives and timetables, or expectations will outrun what is feasible.

INTRODUCTION

The Youth Employment and Demonstration Projects Act of 1977 (PL 95-93, Title III) is the federal government's most recent response to the crisis of youth unemployment. It is an add-on to CETA but includes provisions that present a marked departure from past federal manpower initiatives. One of the most important features of the 1977 legislation is its emphasis on tying local manpower programming for youth to the system of public education. Both the Youth Community Conservation and Improvement Projects (YCCIP) and the Youth Employment and Training Program (YETP) call for development and reinforcement of linkages between a community's employment-training (CETA) organization and its local education agencies (LEAs). More significantly, under YETP, a minimum of 22 percent of each local sponsor's allocation is reserved to be administered under the terms of a prime sponsor-LEA jointly-approved program for employment and training services.

Although the notion of mixing education with employment and training is neither radical nor novel, collaboration between schools and manpower agencies has seldom come easy. Coaxing local manpower administrators, though not simple, is a fairly direct process, thanks to the accountability they have to the U.S. Department of Labor. But convincing officials and teachers in LEAs is another story. Numerous conditions and influences affect the posture of LEAs towards joining education and manpower services for YEDPA eligible youth. Some of these grow out of school policy related, for example, to length of the school day, credentialing of staff, the award of academic credit, or out of experience schools have had serving economically disadvantaged youth or underachievers. Other factors affecting LEAs' posture towards linking manpower and education grow out of a complex network of influence exerted by interest groups with their often conflicting objectives, programs and procedures. These various influences are complicated further by a less than tidy network of governmental interests (federal, state and local), the many professional organizations representing one or another specialized constituency, the internal organization of a local school system, and its constituencies in the community it serves.

From evidence collected so far in case studies conducted by the National Council on Employment Policy on implementation of YEDPA, it is clear that the 22 percent set-aside for CETA-LEA agreements is a useful starting point for improving relationships between local CETA sponsors and schools, and for developing institutional complementarity; but that alone is not sufficient for obtaining the level of results demanded by existing program goals.

It is the purpose of this report first to review the progress that local CETA sponsors and LEAs have made towards collaboration, and then to offer some strategies for improving the durability and long-term usefulness of the joint CETA-LEA ventures. In order to achieve the second purpose of this report, it is necessary to identify and analyze the diverse influences that bear on public schools as they establish procedures and make policy, and to persuade them to support an expanded school role in youth employment and training programs.

The presumption of this report is that in formulating policy, school administrators look beyond financial incentives for their policy cues. Federal and state laws, regulations and guidelines, and their accompanying legislative histories, of course, are important. But so too are the platforms, statements of belief and objectives of professional or political national and state organizations, and professional journals, reports, and research. More direct approaches involving workshops, seminars, lectures, or clinics for local staff also shape local policy.

This analysis starts with a review of prime sponsor-LEA experience under YEDPA so far. It then investigates the systems of governance under which LEAs operate, the less formal networks of influence upon them, and the part they have played in advancing YEDPA goals in local school systems.

METHODOLOGY

The analysis of early prime sponsors and LEA experience under YEDPA -- YETP in particular -- is based upon the first three parts of a four-part evaluation conducted by the National Council on Employment Policy of YEDPA implementation in 37 CETA prime sponsorships. The implementation study includes extensive discussion about CETA-LEA agreements, the mechanics of local change and the difficulties encountered along the road to collaboration. The findings most useful for this analysis are in the second and third implementation reports, August 1978 and March 1979 respectively.

Data for the second part of this report analyzing channels of influence to local schools other than CETA prime sponsors, were obtained from a number of interviews, meetings and "mini-case studies" conducted in the Summer and Fall of 1978. Interviews were held during July, August and September 1978 with representatives of those national educational organizations or institutions which previously had taken action to stimulate or reinforce linkages between the education community and the employment/training community, or were in a position to influence the education community to do so. The organizations represented in these interviews were:

- -- American Vocational Association (60,000 vocational educators)
- -- American Personnel and Guidance Association (42,000 guidance and counseling specialists)
- -- National Parent-Teacher Association (6.5 million membership)
- -- National School Boards Association (16,000 local school districts)
- -- Council of Great City Schools (28 largest urban school systems)

-- American Association of School Administrators (20,000 members)

-- Institute for Educational Leadership

-- American Federation of Teachers (2,500 locals)

-- American Association of Community and Junior Colleges (925 community college members of the 1,235 existing)

-- National Manpower Institute, Work-Education Consortium (33 communities)

-- National Governors' Association (all states)

-- National Conference of State Legislatures (represents 7,600 state legislators)

-- Council of Chief State School Officers (all states)

-- National Association of State Boards of Education (51 of 57 state boards)

-- Office of Career Education, U.S. Office of Education

-- Bureau of Vocational, Occupational and Adult Education, U.S. Office of Education

"Mini-case study" visits were made to the City of Baltimore and the Maryland State Education Agency and to Springfield and Columbus, Ohio, and the Ohio Education Agency. The community visits were not undertaken with the expectation that universal or definitive strategies could be formulated. Rather, the objective was to map the local leverage points in a small number of school systems in order to provide some notion of the complexities of the mechanics of CETA-LEA collaboration and the size of achieving that on a grand scale. The conclusions are merely suggestive of the national picture, and might be regarded mainly as hypotheses for testing with further research or issues that ought to be considered in the process of policy formulation.

WHY MIX SCHOOL AND WORK?

One of the most important features of YEDPA is the provision reserving a minimum of 22 percent of each prime sponsor's allocation under the Youth Employment and Training Program to be administered under the terms of an agreement between the sponsor and local education agencies. The provision was included in the law in the hopes that it would provide an incentive for schools and CETA systems to work together. In the words of Senator Jacob Javits, a co-sponsor of the provision:

> ... competition between prime sponsors and local education agencies has been the rule, while cooperation has been the exception. There is a need to nudge these two competing systems closer together, so that the in-school labor force can be served in a more efficient and sensible manner.

Citing the Senate report on YEDPA, he added:

> The Committee believes it is essential that cooperation take place between prime sponsors and local education agencies in providing employment opportunities and training and supportive services for youths enrolled in school. In the absence of such linkages, in-school youth may continue to be served by two separate and competing delivery systems which bifurcate their labor market experience at a critical stage of their transition between school and work.*

The Department of Labor willingly adopted as one of its objectives, the tying together of education and CETA, but expressed a tone of caution:

> ... /T/he mandate for a local education agency (LEA)-CETA agreement will not by itself achieve educational reform or a significant restructuring of service delivery systems in most cases. We see it as a way to make the education and manpower "camps" sit down and talk together about their problems, progress, and aims in dealing with youth.**

Not willing to put all its eggs in one basket, the Department provided discretionary money to support a number of exemplary in-school youth job programs and stressed ties between sponsors and LEAs for the purpose of awarding academic credit under the Youth Community Conservation and

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*Congressional Record, Senate, July 21, 1977, p. S-12558.

**Office of Youth Programs, U.S. Department of Labor, "A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977," August 1977, pp. 7-8.

Improvement Projects (YCCIP). The Youth Incentive Entitlement Pilot Projects (YIEPP), an experimental initiative testing whether a guaranteed job encourages youths to stay in school requires, by virtue of its design, some degree of cooperation between sponsors and schools. But cooperation under YCCIP is occurring generally where sponsors and schools were already getting along. Under YIEPP, some degree of cooperation was necessary for sponsors to survive the stiff competition for the limited number of YIEPP grants. Furthermore, less than 4 percent of all sponsorships were awarded entitlement projects.

The first interesting question then is not whether schools and prime sponsors can work together; there are always the exceptions to prove they can. The question is, instead, can such cooperation be encouraged across all sponsorships, even where there is no history of cooperation between schools and the manpower community? Or, more to the point, how effective has the current 22 percent set-aside under YETP been in encouraging local schools and CETA prime sponsors to work together? A second question is, if other strategies are needed, what might they be?

IS 22 PERCENT ENOUGH?

The education establishment is, by reputation, a rigid and inflexible one that some critics say changes only slowly. But the last two decades have demonstrated that public schools are not totally isolated from changes in the rest of society, and that they can respond to policy emphases coming out of Washington as different societal needs have appeared or as findings from research dictated better ways of accomplishing existing goals. In the post-Sputnik era, science and math instruction were upgraded in order to help put America's technological research and development on a par with that of the Soviet Union; sex, drug and alcohol education, counseling and guidance services, and career education have all been responses to more recent concerns.

Unfortunately, the public schools, by and large, have not shown much predisposition to participate in youth employment and training despite more than 15 years of coexistence with local programs. But at least part of the reluctance to change can be attributed to the fact that the changes implied in the calls for a greater education role in the employment and training administration have not been coming from within the education establishment, but from outside, frequently as part of an explicit criticism of public education. And while there are ample precedents for important changes in American public education, there are really no precedents for change as controversial as that embodied in YETP being forced by agents outside the education establishment.

Evaluations of the implementation of YEDPA, nevertheless, show that YEDPA is contributing to some change that appears necessary, but is far from sufficient for long-lasting and useful institutional change.

YETP in particular has succeeded in shifting the immediate focus of debate among local educators from the question of whether education should play a deliberate role in enhancing the employability of youth, to what that role should be. This does not mean that educators have decided that employment and training can mix with education. Local educators are now engaged in initiatives that try the mix, though. The implication is that when and if the first debate is resumed, it will have more basis in experience than conjecture.

In the first year, there has been a record of some success and really no instances of outright failure among the 37 prime sponsors examined by the YEDPA implementation study sponsored by the National Council on Employment Policy.

Cooperation between prime sponsors and local schools is not an untried concept, and in many areas, there is a history of joint efforts that predate CETA. There, YETP money is paying for work experience components added on to career awareness and skill training, and in some instances, is providing money for extra staff in the LEAs or for liaison staff between LEAs and prime sponsors.

Most prime sponsors, however, started with no established links. Before YEDPA they and the respective local schools operated in relative isolation in spite of their supposed common interest: preparing youths for adulthood. The effect of YEDPA in these areas is more noticeable and, hence, more dramatic. Virtually all prime sponsors succeeded in signing agreements with the local schools. But, many of the initial agreements were not thought through in the crisis climate of implementation, and reflected more the aspirations of some enlightened individuals (and the rhetoric of the Department of Labor) than feasible prospectives for action. The hasty, mid-semester start of the first year programs did not provide adequate opportunity for them to be properly implemented. The prevalent pattern for the second year of programs in the 1978-1979 school year was to simply continue the first year designs.

Even with a second year for extending programs under CETA-LEA agreements, local CETA sponsors and LEAs are almost certainly not going to be able to put in place the kind or quality of collaborative programs envisioned by the architects of YEDPA, because the process of getting the two systems to work together requires more than an orderly planning and implementation period. The process requires solutions to some fundamental problems that underlie attempts to collaboration, and time for local planners to find alternate routes around major barriers.

Pulling The Systems Together

The process of pulling together the education and employment and training institutions is occurring in two phases. The first is one of administrative detente and the second is substantive collaboration. In the familiarization process leading up to administrative detente, CETA sponsors have been trying to live down bad local histories of manpower-education relations or the more general problem of a bad CETA reputation, and then getting past the frictions caused by procedural differences between the two establishments. Thanks possibly to its separate authorizing legislation and the fact that considerable resources are earmarked for local schools, YEDPA was not perceived by most schools as another CETA program or add-on to pre-CETA youth programs. This was an achievement whose significance should not be underestimated since it appears that a large part of the objection some local educators have had to mixing manpower and education has really been an objection to working with the manpower establishment.

Procedural differences have contributed to more serious chronic friction. The fiscal year for CETA sponsors starts in October, while for schools it starts in September, January or July. This mismatch plus the accelerated, patchwork style of CETA planning which frequently is not complete until days before the start of the new year (or even after the start of the new year) have made it difficult for schools to engage in long-range strategic plans. Another point of friction encountered in planning for the 78-79 school year programs (but not encountered in 77-78 because of delayed start-up) was uncertainty over funding levels and some doubt about whether changes made in the basic CETA legislation would also affect the youth programs. CETA-LEA collaboration in the first year of YEDPA also was hindered by its late, mid-semester start-up (January-March 1978). While these were one-time or only occasional problems, CETA's comparatively brief history has been riddled with periods of funding uncertainty, constantly shifting priorities, and changing regulations. The instability that this has built into the CETA system is not likely to be corrected overnight and is bound to present a chronic source of friction in CETA-LEA relations.

Another mismatch between local schools and CETA systems is in their networks of accountability. LEAs are accountable to local boards of education, perhaps some other local officials, and state education authorities. CETA sponsors are also accountable to local officials but usually not the same ones as schools, and the U.S. Department of Labor. The procedural difficulties caused by these two separate systems having to clear their actions with their respective authorities can cause delays and be a serious hindrance to a long-term stable relationship.

In the process of achieving administrative detente there has also been a number of differences between CETA systems and schools that can, perhaps, best be attributed to the two institutions being at different stages in the bureaucratic aging process. The education establishment is old compared to almost any other public institution and ancient compared to the CETA system. Career structures, administrative models, professional interest groups, and credentialing standards are firmly in place. Tradition and established procedures are resistant to major changes. In short there is an institutional identity and -- more importantly -- continuity. The CETA system is a stark contrast.

Manpower did not emerge as a governmental policy area until the early 1960s. The Manpower Administration in the U.S. Department of Labor, which has been the focal point for all federally supported manpower initiatives, was not established until 1963. It has been the only permanent fixture on the employment and training landscape in the relatively brief time since then (it did change its name to the Employment and Training Administration in 1975). The present network of CETA sponsors has been in place only since 1974. The hybrid manpower field has a fluid literature and lacks consensus on the most basic paradigms. Local expertise in employment and training affairs is more political and managerial than substantive because grantsmanship and outguessing Congress and the Department of Labor are prerequisites for survival. Substantive know-how is useful but not indispensable because so much of local policy is made in Washington.

The local CETA systems are also unstable organizationally. They have frequently attracted talented and capable administrators, but have been unable to retain them in the atmosphere of fiscal and programmatic uncertainty. The lack of opportunity to formulate local policy and the frustration of having to respond to the whims of Washington effectively reduce incentives for creativity and excellence. The consequent high staff turnover, besides complicating the challenge of day-to-day management virtually erases institutional memory. Though local institutions, CETA offices are entirely federally funded. They have fared well financially, but their reliance on federal money and chronic last minute uncertainties over their budgets have undermined their perceived staying power to the point that some local offices are seen as being perpetually on the brink of collapse.

The marked differences in the character of the LEA and CETA bureaucracies inevitably present sources of friction. While there are sufficient instances to demonstrate that CETA sponsors and LEAs can work together, in fact the bureaucratic differences create friction that can provide convenient pretexts for either partner breaking off collaboration. Since there are intuitively appealing reasons for the two systems to collaborate, however, the question is whether the substantive differences are sufficient to rule out joint efforts. If they are not, it seems that if there is a will to work together, there can be a way.

In the second stage of the process in which local schools and CETA sponsors begin working together -- that of substantive collaboration -- there appears to be less pervasive points of friction between the two systems. Some are based on misinformation. But to the extent others are based on attitudinal differences, they can pose systemic obstacles to complementary systems. Initially, a few educators voiced concern that CETA's emphasis on job placements would encourage that system to push youths out of school into jobs. In fact, the expressed purpose of the legislation is to encourage youths to stay in school and both the Department of Labor and local CETA administrators have taken steps to remove incentives that might entice youth to drop out. There have been no substantiated reports of students leaving school to take YEDPA jobs, and so that issue has subsided.

Targeting employability services by income has not subsided as an issue. Although CETA administrators, as a rule, are locked into restricting services to economically disadvantaged youths, school administrators object on substantive and political grounds. They do not believe family income is a reasonable predictor of need for employability services, and they are accountable to a constituency that is much broader than CETA sponsors' and therefore less tolerant of provisions that reserve services for only a few.

The emphasis on serving the dropout population now, as in the past, is another point of contention. The CETA system and its predecessors have traditionally served dropouts, blaming schools for failing to adequately serve kids who did not fit the normal mode. Some local educators are objecting to YEDPA now because programs are designed to "recycle" dropouts back into regular channels. One principal complained that "... the very ones that had been kicked out used CETA as a way to get back into the system." Most educators, though, do not appear adverse to making another try with dropouts. The controversy arises in the debate over what constitutes effective alternative educational systems for those persons.

The most heated CETA-LEA controversy has been over the award of academic credit for work experience or employability development training. Some local discussions have centered on the question of whether credit for employment-related experience devalues or deemphasizes credit for academic areas. In states where seniors must demonstrate basic competencies to graduate, teachers sometimes object to any school experience that detracts from preparation for those exams. There is also a question of whether local educators can make policy regarding the award of credit without specific state mandates on the subject. These debates have frequently, however, been used as smokescreens to conceal the real issue: the turf question of who decides what is credit-worthy experience; schools or CETA sponsors? Educators see the certification process as properly a school role. Employment and training personnel concede that it is appropriately a school responsibility, but then go on to criticize schools for being too reluctant to support activities involving credit and more to the point, unwilling to make an extra effort to establish education alternatives for YEDPA-eligible youth. In some areas where credit is awarded for work experience or career awareness training, observers note educators providing no more oversight than sponsors had proposed, but a share of the YEDPA pie has succeeded in buying their cooperation.

None of the problems encountered in the CETA-LEA relations is unanticipated, insuperable or irreconcilable. They may provide credible pretexts for inaction, however, where local sponsors or schools are not inclined to cooperate because they do not see the value in it or know how to do so.

It appears that the 22 percent set-aside under YETP has been effective in encouraging local schools and CETA prime sponsors to approach one another. A linkage between education and manpower has, to a degree, been formalized. But, if the CETA-LEA linkages are to progress beyond "administrative detente," there has to be more substance built into them. While the developments so far do not preclude that from happening -- indeed a cooperative posture is a prerequisite to a truly productive relationship -- the strategies for making it happen are not so apparent.

CETA-LEA activities may acquire substance over time, but the likelihood of it happening, the value of the content, and the pace at which it develops are all problematical. These uncertainties are inherent in any attempt to push together at the local level two establishments that have vastly different superstructures or administration, statutory authority, political constituencies, institutional history, program objectives, and client groups. The peculiar need is for a strategy to coax collaboration between a federal system of prime sponsors operating manpower programs for youth and a state/local system of schools providing education for youth.

The Department of Labor is able to steer local sponsor programming into conforming somewhat to the Department's objective of better CETA-LEA relations through its regulatory authority and power over the purse. DOL is also providing to sponsors a degree of technical assistance and information about how CETA-LEA agreements can be set up and what they might look like.

The Department, however, has no authority to push local schools alone, and very few options for pulling them along. The 22 percent set-aside under YETP is the only real incentive, but DOL alone is not equipped to develop the technical assistance or program models that educators need. Even if it were, the DOL-prime sponsor channel is hardly an effective conduit. Local educators are not inclined to take the word, advice, or assistance of employment and training experts without the imprimatur of and collateral input from the education establishment.

EXPLORING ALTERNATIVE CHANNELS TO LEAs

The need for a collaborative effort between the employment and training and education establishments at levels other than the local level is necessary if local CETA-LEA programs are to work. This need was foreseen in the legislation which includes provisions that both require and encourage cooperation between manpower and education authorities at the state and national level. Five percent of the total YETP allocation is available to governors for providing, among other things, labor market and occupational information to prime sponsors and schools. The Act also authorizes the Secretary of Labor to carry out innovative and experimental programs that feature cooperative agreements with federal educational agencies. The 1978 CETA amendments further encourage manpower-education linkages above the local level by increasing the allocation to state vocational education authorities, to, in part, increase coordination between vocational education and CETA establishments. The amendments also reserve a portion of the governor's allocation to be used for coordinating the activities of state manpower services and state education agencies. To understand the potential utility of these provisions, it is useful to know something about the education establishment: its formal structure of governance and its informal channels for influence.

Local Governance

The heart of the public elementary and secondary education establishment is some 16,000 school districts in fifty states. Local public school systems are governed by school boards, and managed by superintendents. In most instances, school board members are elected by the voters of the community they serve, and are independent of the other local elected officials, mayors or county commissioners, for example. School districts also usually enjoy independent taxing authority. The lack of a common authority over local education agencies and other local political bases, which typically are the CETA sponsors, makes compatibility less than automatic and cooperation sometimes an heroic act.

Springfield, Ohio offers an extreme case of diffused authority. Schools there are independent of the rest of local government, and vocational education is administered separate from the other education programs. Nonvocational education is handled through the city school system which reports to the Springfield board of education. Vocational education is handled by county joint vocational schools which are supported by the Springfield Public Schools and other LEAs in Clark County, and administered by a county board of education.

The county joint vocational school has traditionally been involved with county manpower program initiatives through CETA Title I contracts with the county CETA office. Most of the services under those contracts have been for adults, however, and the prospects for adopting the vocational services for YEDPA-eligible youth are not promising. The JVS has a long waiting list of student applicants and the JVS administrators prefer to select for enrollment youth who do not have basic education deficiencies or other difficulties in school. Enrollment of YEDPA-eligible youth in JVS is unlikely also because the County's in-school YETP program is administered by the city school system's career education office. To further hinder cooperation between any city school YETP activities and JVS, the city school liaison with JVS is not in the career education office.

Although the Springfield city school system has established a strong CETA-LEA program with the area prime sponsor, top level support within the schools has been only lukewarm. The superintendent is wary of too close a relationship with the prime sponsor because administrators in the sponsorship report to the county government, and he does not want the schools accountable in any way to the latter.

The degree of cooperation that now exists between the Springfield city school system and the Clark County CETA office is no mean accomplishment, given the potential for conflicts within the education system serving residents in the county and the fact that the school systems and the CETA office are accountable to different authorities. The success in this instance, under conditions that seem almost to be designed to thwart cooperation, can be attributed to the willingness of the two parties involved. The prime sponsorship is a relatively small one with really only two levels of decisionmaking. It is one in which the youth coordinator has the confidence of and ready access to the sponsor's top administrator. Through conscientious management and a low-key style of doing business, the sponsorship has also managed to stay relatively free of political pressures from the county and been able to operate as an independent agent. Before the advent of YEDPA the sponsor staff had worked with the Joint Vocational School and so the staff was receptive to the YEDPA mandate for collaboration with schools.

The single most important factor contributing to cooperation on the part of the schools has been the presence of an energetic and imaginative career education coordinator responsible for conducting the city school's demonstration career education program funded with state career education money. Through his own efforts, he kept abreast of YEDPA as it evolved and was already roughing out plans for school involvement by the time the sponsor received notice of its 1978 YETP allocation. The fact that some higher-ups in the Springfield hierarchy were receptive to the notion of mixing school and CETA also helped immeasurably.

Columbus, Ohio is another case in which the schools and prime sponsors report to different authorities. Yet despite the fact that there is less fragmentation on the education side than is found in Clark County, Columbus CETA-LEA relations under YEDPA are less than cordial.

The history of manpower-education relations in Columbus has been one of conflict between a combative, talk-oriented manpower agency and an education agency that has kept a distance from manpower programs for youth, but does not appear unwilling to cooperate. The Columbus CETA office seems to be locked into a management policy of minimal change, and under the hectic YETP implementation conditions, was almost paralyzed. To the extent there was an identifiable policy for the YETP 22 percent set-aside, it was to resist the involvement of the public schools. In both 1978 and 1979 the prime sponsor practically forced nonfinancial agreements upon the local schools that assured only a token role for educators. These have been in lieu of the more substantive role originally proposed by the schools in the YETP proposal they submitted for 1978, but which the sponsor rejected for being unresponsive to the problem of youth and because the schools wanted more autonomy than the sponsor was willing to grant.

In a relatively small proportion of cases, mayors or other chief elected officials have direct authority over school board members and/or school superintendents. When this occurs, the chief officials' line of authority can be exercised over both manpower and education officials. Not surprisingly, when the priorities of the chief elected officials include linking employment and training initiatives to education, the importance of mechanisms fostering cooperation between CETA and LEAs fades, and administrative and substantive differences can be minimized by forced agreement instead of mutual agreement. But even this structure of governance cannot guarantee harmony or totally productive CETA-LEA relationships.

Baltimore is one of the minority of school systems in which the school board is appointed by the mayor; the board, in turn, appoints the superintendent. Under these circumstances, both the city's manpower administrator and chief school officer receive their policy guidance from the city's top executive. The mayor's policy with respect to youth, employability, and education is that schools and the manpower agency are expected to work together towards solving the city's youth manpower problems. To the extent there is significant effort by the schools today, therefore, in addressing youth employment and training needs, it is felt to be influenced in large part by the fact that the mayor ordered it.

Without that unified authority, it does not seem likely that the Baltimore CETA sponsor and the LEAs would have worked together as well as they have. Perceived school resistance to providing for the educational needs of dropouts led the mayor to place administrative supervision of one major alternative education program for dropouts in the hands of the manpower agency. Under this arrangement, the schools provide teachers for curriculum development and instruction, but the teaching staff is accountable, in part, to the manpower agency. Employment and training programs for the in-school population have been organized within the school system's vocational education department. The manpower agency cooperates in developing work experience slots for CETA eligible youth in the programs. In addition, skills centers are being instituted in the schools, but oversight responsibility goes to the mayor's manpower and economic development representatives.

In other communities, where there is no single policy authority over CETA sponsors and LEAs, cooperation does occur, as, for example, in Springfield, Ohio. The impact seems to be lessened. However, the permanence of change is uncertain, and the pace of change may be slower.

Other Influences on LEAs

Local governance is not the only factor impinging directly on LEAs, and indirectly on prime sponsors. There are less structured influence networks at work that school administrators find at times to be no less compelling than formal authority. Even in Baltimore which by most measures, seems to have achieved effective involvement of local schools, and where there is no lack of formal guidance, local job markets and employer attitudes have a powerful influence on the role that schools take in manpower programs. The highly competitive industrial job market in downtown Baltimore attracts jobseekers from the city as well as from the growing Baltimore suburbs. In this climate, the schools admit that they "cream" in the selection and placement of work experience students, in order to demonstrate the quality of student the schools can produce and beat out the competition from suburban schools.

There is a strong suggestion that schools which have developed productive linkages with the business and industries of their communities are better able to mount successful youth employment programs, particularly as work experience, cooperative education, and job placement are concerned.

In Baltimore, there has been a history of highly visible involvement of industry with schools since civil disturbances in Baltimore in the mid-1960s. Following those disturbances, several business leaders in the city who were concerned about the role the private sector could play in improving life in the city, formed a group that started taking a critical look at the schools and offering suggestions for improvements. Significantly, the schools proved receptive to the criticism and to making changes.

Since it was established, the group representing both employers and schools has served as an umbrella organization sponsoring programs to upgrade reading and arithmetic instruction, cosponsoring with the Maryland Council of Economic Education a project to assist teaching principles of economic education, underwriting a program to give all children greater awareness of the world of work, supporting a computerized, individualized learning project. The group and some of the corporations it represented also participated in a dropout prevention program funded with Elementary and Secondary Education Act money. More recently, several Baltimore businesses have taken part in "Adopt-a-School," a program in which individual corporations have developed cooperative relationships with nearby schools, and provide assistance in such activities as counseling, serving on vocational advisory committees, and providing opportunities for work experience, cooperative education and other job placement programs.

Schools have continued to be receptive to the partnership with the employers for a number of reasons. For one, industry is not telling the schools how to teach -- that is recognized as the schools' responsibility and expertise. For another, industry has assisted in finding jobs for students. Furthermore, industry has stayed out of the political arena where education priorities are set.

The linkages developed between Baltimore schools and businesses may be an important part of the foundation for the more recent CETA/YEDPA program initiatives. The concept of combined academic/work programs was tested and successfully applied by business and schools at their own direction, before YEDPA. The businesses saw economic gains in investing in education and training of students who would eventually find their way as employees into their plants and offices. The schools saw educational gains and the potential for more "relevant" education through contacts with a larger world outside the school building.

LEA ties to industry in Springfield and Columbus, Ohio, are less formalized and comprehensive than they are in Baltimore, and observations are certainly less conclusive when it comes to judging the impact that local businesses might have on LEA policy regarding school and work. In both areas the vocational components are, of course, sensitive to placement opportunities for graduates. But since the interests of local businesses appear to be short-term, extending only as far as getting trained workers at minimal cost, the only real influence they have is in encouraging schools to select the best qualified youth for participation. This simply reinforces a bias popularly attributed to vocational education, against serving "problem" youth, and it does not prod the vocational educators or other educators in the direction of more cooperation with prime sponsors. If anything, the situation militates against it.

One Model of Local Influence

The three ingredients that seem to be most important in determining the way the Baltimore business community has influenced the school system are a mutual perception of objectives that serve a common interest, a flexibility and willingness in the business community and the school system to undertake cooperative efforts, and time. These ingredients are important to keep in mind when considering the impact YETP can have on public education because they might be seen as the components of an effective model for long-term influence on a school system.

Assessing local CETA systems in terms of whether or not they can influence local educators in the same way, it appears that YETP has some handicaps to overcome. Maybe the most important one is time. Sustained relationships seem to be a prerequisite for changing LEAs for two reasons: First, because rapid change cannot be accommodated, and second, because sustained interest seems to be an indicator of commitment for which short-term funding and forceful rhetoric are poor substitutes. If the propensity of national policymakers for frequent shifts in manpower policy, and their impatience for quick results is any indicator of future patterns, there appears to be little likelihood that YETP can provide the basis for a long-term relationship between LEAs and prime sponsors.

It is also not clear that the commitments of CETA prime sponsors to developing CETA-LEA linkages reflect genuine local sentiments. YETP money is federal, not local money and its purpose is seen to be supporting federal objectives which do not necessarily correspond to local objectives, and are therefore, not necessarily compelling.

Strengths that CETA YETP administrators have in their favor are flexibility and adaptability. The program allows sponsors the opportunity to implement a wide range of possible activities. But this can perhaps be parlayed better into a strength for dealing with LEAs not by CETA sponsor innovations, but by sponsors being permitted to go along with innovative projects developed by schools. There are two barriers preventing that from happening, though. The first is one of accountability for the YETP money; some sponsors are reluctant to loosen their grip on money if they still are ultimately responsible for funds that may be misspent. The second problem is more one of turf, like the one seen in Columbus, in which sponsors are unwilling to enter any relationships in which they do not have a strong upper hand. There, the CETA system is thwarting what meager influence employment and training policies can bring to bear on public schools.

State Level Influence on LEAs

In the formal scheme of things, local education agencies are actually creatures of the state. They exist at the sufferance of the state and have taxing authority, policy and administrative authority given them by state constitutions and laws. But, by tradition, LEAs have evolved as relatively autonomous units and the amount of actual influence that state education agencies, state school superintendents, and state boards of education have on them is not as great as the formal hierarchy might imply.

State education authorities are not effective leading dramatic departures from established policy and the status quo. They are not in a position to force unpopular policies on unwilling local educators. Although they can lead some policy change at the margin and provide technical assistance to help local schools along, they are not equipped nor inclined to direct state-wide policy overhauls, especially with regard to something as controversial and uncertain as YEDPA and policies for school participation under the YETP 22 percent set-aside provisions.

This does not imply that the role of SEAs has necessarily been one of disinterest or inaction. It does imply that state education agencies cannot be expected realistically to be agents of sweeping change in public school systems.

The two states studied for this evaluation present polar examples of the roles that states have taken in providing leadership with respect to the role that LEAs ought to take in local YETP programs. Ironically, the local results of the state level efforts, although not absolutely conclusive, do not seem to differ remarkably.

The Maryland State Education Agency (SEA) has taken an active role at the local level disseminating information about YEDPA and encouraging LEAs to cooperate with CETA sponsors. Two months after enactment of YEDPA, the state education agency appointed a department-wide task force, which together with the State Manpower Planning Office, sponsored a meeting for LEAs and prime sponsors on YEDPA and stressed the need for strong linkages between the two. The heads of the education and manpower agencies also signed a letter endorsing CETA-education cooperation, and sent it to all CETA sponsors and LEAs in the state.

At the state level the SEA has taken an active role tying work and education together. The SEA itself was appointed prime sponsor for the Balance-of-State CETA program, and the SEA educational coordinator for CETA training sites on the state manpower planning council. Although the SEA appointed task force completed its charge after several more meetings, a SEA representative continues to contact prime sponsors and, when asked, provides technical assistance.

Aside from the state-level impacts of its activities, the impact of the state education agency's enthusiastic support is uncertain. Virtually all local CETA sponsors in Maryland successfully negotiated agreements with local schools. But virtually all prime sponsors in all states concluded CETA-LEA agreements with and without the help of state level administrators, and in Maryland, Baltimore city schools concluded their agreements with no help from the state. In the few cases where sponsors and LEAs had serious difficulty, the SEA provided outside encouragement and assistance until an agreement was reached. But, even in Maryland with its active state support for YEDPA, the state level education and manpower administrators have cultivated a restrained policy of providing specific guidance and help only when requested by local officials. Consequently, it seems that the state level education office may be providing useful assistance in the areas where schools had already accepted the basic policy of linking CETA and schools. But because of the receptive posture of schools in those areas, it seems safe to assume that sponsors and schools would have achieved some degree of success in implementing joint efforts even without assistance from the state. On the other hand, LEA officials who had already decided against cooperating with CETA sponsors would not have invited the state education officials in to provide assistance anyway.

The attitude of state level administrators in Ohio stands in contrast to what has been happening in Maryland. Neither the state education agency nor the state office of manpower development took much initiative in announcing YEDPA to local schools. The SEA's own involvement in CETA appears to have been nominal. Except for some level of funding for the independent career education pilot projects the state is supporting and a brief announcement (but nodis currian) about YETP at a state school superintendents' meeting, the state has provided no policy guidance with regard to linking schools and CETA sponsors. The only steps taken in the 15 months following enactment of YEDPA were the appointments of an SEA representative to the state manpower council, and an employment and training representative to the state education council.

In Springfield, the only case observed in Ohio where an LEA actively pursued collaborative arrangements with the local prime sponsor, events proceeded independent of any appreciable state role. The only state involvement that might be identified would be the state support of a pilot career education project in the Springfield school system. The career education office has been the focal point for the LEA-CETA interface, and since the office would not exist without the state support, an indirect state role might be inferred. But, at best, it has been a very limited role. Despite the interest of the state in supporting several career education pilot projects, there has been a distinct lack of state leadership in providing them with technical assistance and certainly not state pressure guiding the content of local career education activities. The state career education administrators were silent with regard to how local career education projects might interact with YEDPA, or participate in CETA-LEA agreements.

The Ohio state education agency provided little guidance in the first 18 months of YEDPA to local administrators interested in developing policies with regard to the award of academic credit for work experience or employability development classes offered under YEDPA. In the absence of explicit state guidelines on the subject, LEAs were reluctant to go ahead on their own in awarding credit. In the second year, however, some LEAs, such as Springfield, have established modest provisions for awarding credit, but only for classroom experience. There are plans for the state to establish a number of pilot programs in local schools for the 1979-1980 school year, to test some models for the award of academic credit for work experience. Those models are expected to involve some variant of the present regulations which require school staff to monitor and evaluate student work assignments. The Maryland state education agency is more willing to relax the rules governing the award of academic credit for work experience, thanks to pressure from YEDPA interests inside and outside the SEA. But even in Maryland it seems likely that SEA endorsement of the credit for work policy espoused in YEDPA is more likely to manifest itself as a relaxation of current rules and not affirmative action to encourage local educators to award credit for YEDPA work experience.

The Federal Presence in Education

Because education has been, by tradition and as interpreted in constitutional law, a matter reserved ultimately to the states, the federal role in education has been supportive and supplemental, first as a statistics gathering agency, then as a research and demonstration agency. Only in the past few decades has the federal government attempted a more active role, stimulating state systems to advance the quality and equality of their education through a variety of economic incentives. More recently, the courts have lent a degree of enforcement authority to the federal education presence, largely in connection with pursuing equal educational opportunity.

The federal government, however, continues to take a backseat to state and local authorities in formulating educational policy. As a result, except in the arena of equal opportunity (including compensatory education), there is no definitive national education policy. The federal government's program interests are generally added on to the state and local priorities.

Furthermore, although federal education expenditures run into the billions of dollars, they are small in comparison to the state and local resources -- only about 8 percent of total education expenditures. Because of the primacy of state/local authority in public education, HEW is reticent to exercise enforcement power, and because the federal dollars are small relative to other revenues, local education agencies do not feel much urgency to be responsive to the wishes of the federal bureaucracy. This becomes most apparent when one observes the wide diversity of programs offered by schools and the widely varied priorities they assign to them.

Diversity of education programs from community to community is held dear, for political as well as educational reasons, because schools are held to be socializers, bringing the values and aspirations of the young closer to those of the community which supports them. It was primarily for this reason that today, twenty-five years after the Brown decision, the issue of school desegregation has not yet been totally resolved. It is no wonder, therefore, that even if the federal education establishment had gone full speed ahead supporting local CETA-LEA collaboration, it could not have leveraged much action at the local level. But, at least initially, the education establishment -- the federal part included -- was not inclined to go full speed ahead in support of YEDPA because it was not consulted in the process of YEDPA authorization. Hence, there was little reason or opportunity for the Office of Education to formulate policy to go hand-in-hand with the Department of Labor's implementation efforts.

In fact, however, in the months after YEDPA was signed into law, the USOE showed some willingness to go along on a cooperative basis with Labor Department's Office of Youth Programs. Judged by the standards of cooperation that existed between OE and DOL before YEDPA, the cooperation between the two agencies that exists now is something of a breakthrough. The mere lack of hostility between Labor and the vocational education office in OE would have been an improvement over the usual relationship that has existed. But the positive interest in collaboration and joint activities that the Office of Youth Programs has undertaken with the vocational educators and career educators in OE is unprecedented in HEW-DOL relations centering around CETA.

What the U.S. Office of Education is Doing Under YEDPA

Federal policy in support of YEDPA was initiated with an August 1977 memorandum of understanding signed jointly by the Secretaries of Labor and Health, Education and Welfare, to work together in a number of ways, including establishment of an interagency coordinating panel. HEW was to "seek to ensure the involvement of local education agencies and organizations in the operation of youth programs ..." by developing new education and work models for dissemination to local school districts and CETA prime sponsors, and working with the Department of Labor on models for awarding academic credit for work experience. HEW also agreed to assess alternative education systems already in place or sponsored under YEDPA, and help establish and evaluate community and state level councils for encouraging collaboration between schools and employers.

In carrying out its responsibilities under this memorandum of understanding, HEW has already engaged in a number of projects with DOL including joint evaluations of CETA-LEA agreements, and is utilizing its channels to local officials to encourage cooperation between vocational education, career education, and post-secondary education components, and local manpower administrators implementing YEDPA.

USOE has been quite cooperative in adding YEDPA activities to its established workload. But achieving change by adding on new responsibilities is not the same as achieving change by making adaptations in old responsibilities. The education establishment in HEW might be able to leverage some of its influence under legislation other than YEDPA to support closer cooperation between education and preparation of youth for the world of work.

A review of current education legislation on the books provides some ideas for the potential access that the Office of Education has to local educational administrators, and more importantly, the existing overlap in purposes and objectives between this legislation and YEDPA. The laws now in force already establish program activities similar to, or at least consistent with some of those encouraged by YEDPA. They also establish precedents for income targeting provisions and steering education services to pupils not usually well-served.

While the extent of USOE authority over school districts is constrained by statute and tradition, existing legislation permits USOE to provide incentives through regulations and awards of particular discretionary projects for state and local education agencies to pursue some of the objectives of YEDPA. USOE can also influence state education agencies administering federal formula funded programs.

The Vocational Education Act of 1963, Title I, Part A, Subpart 1*
(Formula-funded with state authority)

- Sec. 101. Purpose: to assist /States/ to extend, improve, and where necessary, maintain existing programs of vocational education, to develop new programs ... and to provide part-time employment for youths who need the earnings ... to continue their vocational training on a full-time basis ....

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*Emphasis added

- Sec. 105(a)(15). Any State which desires to participate in programs under this Act ... shall establish a State advisory council ... and shall include as members one or more individuals who represent the State Manpower Services Council ....

- Sec. 107(a)(1). /State five-year vocational education plans shall/ ... set out criteria ... for coordinating manpower programs conducted by /CETA prime sponsors/ with vocational education programs assisted under this Act ....

The Vocational Education Act of 1963, Title I, Part A, Subpart 2 (Formula-funded with state authority)

Work Study Programs

- Sec. 121(a)(2). Employment under /state-funded/locally operated work study programs/ shall be furnished only to a student ... who is in need of such employment to commence or continue his vocational education program ....

Cooperative Vocational Education Programs

- Sec. 122(e). /State-funded/locally operated cooperative vocational education programs/ shall include provisions assuring that priority for funding cooperation vocational education programs through local educational agencies is given to areas that have high rates of school dropouts and youth unemployment ....

The Vocational Education Act of 1963, Title I, Part A, Subpart 4 (Formula-funded with state authority)

Special Programs for the Disadvantaged

- Sec. 140(a). .../T/o assist them in conducting special programs ... to pay the full cost of vocational education for disadvantaged persons.

The Elementary and Secondary Education Act of 1965 (as amended 1978), Title I, Part A, Subpart 2 (Formula-funded with state authority)

Grants for Local Education Agencies in Counties with Especially High Concentrations of Children From Low-Income Families

- Sec. 117(a). /T/o provide additional assistance to local educational agencies in counties with especially high concentrations of children from low-income families ....

The Elementary and Secondary Education Act of 1965 (as amended 1978), Title III, Part F, Youth Employment (Federal discretionary authority)

- Sec. 341(a). The Commissioner shall carry out a youth employment program, the purpose of which shall be to prepare children to take their place as working members of society.

- Sec. 341(b). ... Support activities to ... (3) enhance job opportunities for youth in coordinating educational activities with youth employment activities, particularly those ... under CETA; (4) encourage educational agencies and institutions to develop means to award academic credit for competencies derived from work experience ....

The Career Education Incentive Act (Formula-funded with state authority)

- Sec. 3. Purpose: ... /T/o assist States and local educational agencies and institutions of post-secondary education, including collaborative arrangements with the appropriate agencies and organizations, in making education as preparation for work ... a major goal of all who teach and all who learn by increasing the emphasis they place on career awareness, exploration, decision-making and planning ....

- Sec. 8(a)(3). ... making payments to local education agencies for comprehensive programs including:
  (A) developing and implementing comprehensive career guidance, counseling, placement and follow-up services ...
  (D) developing and implementing work experiences for students whose primary purpose is career exploration ....

Post-secondary Educational Demonstration Projects (Federal discretionary authority)

- Sec. 11(a). ... /T/o arrange ... for the conduct of postsecondary educational career demonstration projects which
  (2) have unusual promise of promoting post-secondary career guidance and counseling programs,
  (3) show promise of strenghtening career guidance, counseling, placement, and follow-up services.

It is evident that there are many channels through which the Office of Education can influence schools to align themselves more closely with YEDPA, without direct pressure, but by providing guidance for LEAs that want it. As it is now, though, there is no unifying federal policy holding together the abundance of federal programs LEAs now operate. In community visits to Baltimore, Maryland, and Springfield, and Columbus, Ohio, there were no instances in which school systems had orchestrated their full spectrum of federal education resources in order to target on students needing employment services. The YETP set-aside was used as an additional entity, or new, independent programs were mounted with career education funding (although in Springfield, this was state rather than federal dollars) or other vocational education funding. It appeared that the concept of combining funds from several other federal authorities and building a program that, in toto, addressed the problem of youth employment in a comprehensive way, had not been developed; such a model certainly had not been implemented, at the state or local level. It seems that under the various authorities that already exist there is high potential for meeting those needs, with or even without the 22 percent set-aside. Such an approach could provide a base of funding that is contained within the education establishment, is somewhat more stable, and has the added attraction of being identified as an education program.

As a rule, there is a large gulf, however, between the potential and the actual utilization of existing legislation and USOE authority to serve some of the federal objectives embodied in YEDPA. Naturally, change requires time. But the danger is that even with time, the establishment in USOE, as in the states and LEAs, will not embrace the same priorities as the Department of Labor (regardless of the memorandum of understanding between the Secretaries of the Departments).

It is misleading, however, to treat the USOE "establishment" as a monolith. Indeed, it is capable of taking an aggressive role on certain issues regarding education and manpower. Career education is a case in point. "Career education" is a nebulous concept which its advocates describe as embracing all those activities and experiences through which one learns about work. It is visualized as beginning early in life and continuing throughout it, and taking place in and out of schools. Within schools, it is not intended to be treated as a separate course of study, but is integrated instead within all subject matter courses. It differs from vocational education, which is more often associated with structured course instruction leading to proficiency in specialized, occupation-specific skills.

The career education office in USOE, with only some $10 million in 1978, and little or no direct federal authority over state or local education agencies, managed to spur thousands of school districts toward comprehensive activity in the name of career education by dint of energetic leadership, effective public information tactics, effective technical assistance and judicious use of its limited dollars to involve diverse constituencies outside of the schools which, in turn, could persuade the schools to institute program efforts in which they were interested. Similary, it has been aggressively pushing the idea of collaboration between schools and CETA prime sponsors in the interest of better preparing youth for work. The vocational education function, on the other hand, with federal outlays of approximately $750 million and considerably more legislative authority, appeared during the first year of YEDPA, to have resisted encouraging its professional constituents to address priorities like youth employment, thus failing to make significant policy impressions at the local level. Only during the second year of YEDPA and after a change in leadership did the office responsible for vocational education articulate an affirmative and positive policy encouraging closer local cooperation between vocational education and CETA youth programs. But a change in leadership in the Washington vocational education bureaucracy does not necessarily reflect a deep commitment there, and is hardly enough to assure a cooperative attitude among the diffuse, decentralized, and well-entrenched vocational education establishment. This is especially true when many in that establishment see direct conflicts between their prime objectives (serving employers) and YEDPA objectives (serving youth).

The Role of Professional Associations and Other Educational Interest Groups

There are pluralistic forces affecting local education agencies, each exerting a limited amount of influence. The federal and state governments exert their influence, in part, by dint of the money they bring. But there are other influences which are also interesting to study because they wield influence without money.

As a longstanding profession in American society, teaching has become organized in ways that represent numerous interests of its practitioners. Professional societies have been formed to advance the subspecialities within the teaching field, both by academic subject matter (mathematics, art, etc.) and by positions generally found in the organizational hierarchies of school systems (school board members, school administrators, teacher unions, etc.). State oriented organizations also exist to support the interests of legislatures, state administrators and even governors.

From interviews with representatives of 16 organizations and other education experts, it appears that these national organizations and their state affiliates have potential for promoting educational program policy. Furthermore, reacting to the reality of YEDPA and ready money, a considerable number already are advocating a more active role for their constituencies in some of the CETA-LEA collaboration activities. Almost all national education organizations publish information for their members, ranging from periodic, informal letters or newsletters to monthly professional journals. Some of the latter reach as many as 50,000 subscribers. Word about youth employment has already found its way into a number of these publications (e.g., the Community and Junior College Journal; and "Dateline Washington," the newsletter of the National Conference of State Legislatures), and in some cases, more definitive material describing program models has been disseminated. In much the same way as their publications may develop greater awareness and better understanding of CETA/YEDPA among their school

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constituencies, so may the meetings of these organizations, which can draw thousands of members, become a forum for information dissemination and attitude change. Some associations, for example, have already devoted parts of programs or entire workshops to YEDPA and how it can be related to education.

The variety and number of ad hoc program efforts mounted by the various national education organizations serve to reinforce a belief in the interest and potential of these associations in furthering LEA-CETA linkages. While some of these may be self-serving, a number already have promoted positive action. The American Vocational Association, for example, conducted three conferences at which vocational educators learned about CETA/YEDPA models they could apply in their own school systems. An American Personnel and Guidance Association position paper dealt with better coordination between in-school and CETA counseling which, in New York state, resulted in collaborative conferences between representatives of both groups. The American Association of Community and Junior Colleges conducted a survey of its member institutions to determine how they were participating in CETA and what they would recommend in order to improve opportunities for participation. The National Association of State Boards of Education is trying to determine what educators can do in the implementation of YEDPA, and is also working with the National Governors' Association documenting models for award of academic credit for CETA work experience. The Council of Chief State School Officers has formed special committees, one on the youth employment act and another on career education.

Achieving Change Through Informal Networks

The network of education interest groups and professional associations can be no less potent than formal channels of authority created by systems of governance. Indeed, because common interests rather than imposed authority hold the groups together, there is good reason to believe these organizations can be even more influential than formal channels of authority in changing attitudes among teachers and education administrators. Unless and until employment and training objectives can be squared with the self interests of all the players, however, the federal emphasis on closer CETA-LEA cooperation will be running against the will of crucial players.

YEDPA architects almost certainly erred when they failed to consult adequately these facets of the education establishment. This kind of error is predictable and understandable in the source of developing hybrid legislation such as YEDPA because, invariably, one camp takes the initiative and it cannot be expected to know all the members of the other camps. But, the exclusion has been costly. Educators have felt that YEDPA was "done to them" by manpower policymakers trying to tell them how to do their jobs. Begging the question of whether educators should have any role in a national employment and training policy for youth, YEDPA put local manpower administrators in the position of specifying how educators would be involved. The YEDPA architects may have also erred (or just took a calculated risk) in failing to recognize the lack of influence the federal CETA and education establishments could wield at the local level, and the necessity of enlisting the support of the education interest groups and associations as an alternate route for getting word to the local educators.

Saddled with the chore of implementing difficult legislation made more complicated by its one-sidedness, the U.S. Department of Labor discovered rather quickly the importance of getting the education interest groups and associations involved. The American Vocational Association, the Council of Great City Schools, the National Association of State Boards of Education all are receiving support now from the Department for a variety of activities that include identifying model employment and training programs involving schools, models for CETA-LEA cooperation, and CETA-LEA linkage issues on the local agenda. At least for the time being (while the money holds out) these education interests are adopting a more conciliatory stance with respect to mixing education and manpower programs, and are coaxing their respective constituencies as quickly as they can.

CONCLUSION

It is apparent that rapproachment between the education and manpower establishments is not likely to be quick, easy, systematic or consistent.

Because of the access that the Department of Labor has established with top leadership in the U.S. Office of Education and a number of education associations and interest groups, the superstructure of the education establishment shows signs of changing. But the signals have to be read cautiously. Education leaders can put YEDPA on meeting agendas, issue statements of support for closer CETA-LEA relations, and adopt a conciliatory stance towards youth employment and training programs. But they do not necessarily reflect the sentiments of their constituencies and certainly cannot deliver the support of those constituencies. Furthermore, much of the support of the education establishment has been coincident with technical assistance contracts and interagency agreements that have channeled resources to educators to take on new responsibilities to encourage closer education/manpower ties. It is not clear what would happen without those additional resources -- whether manpower programs for youth are sufficiently high priority that educators would displace activities supporting more traditional causes. In short, depth of commitment of even the Washington education establishment is not apparent and certainly not guaranteed -- yet.

But a lack of depth of commitment now does not rule out joint interests and concerted action by the manpower and education hierarchies. In fact, in a relatively brief span of time, YEDPA has produced a broad coalition of initial interest. What is needed now is time for that interest to take, and some follow-up policies that will foster conditions to permit the interest to take.

Top level conciliation between manpower and education interests does not assume peace at the local level. Before productive CETA-LEA partnerships can be formed locally, schools and local educators must make some substantive and administrative adaptations. Difficulties caused by mismatched planning cycles, funding uncertainty, the issue of academic credit, and the introduction of labor-market related classroom programs can be gotten around in time. The changes are not radical and all that is needed is the chance for the newness of the programs to wear off and for administrators to make adaptations in the way they do business. But there are also some more fundamental changes that seem necessary before large numbers of schools take an active role in employment and training programs. The income targeting provisions of YEDPA are emerging as the most serious impediments to CETA-LEA cooperation. So far, educator resistance to targeting has been manifested in objections on substantive and political grounds. School officials object to targeting jobs and employability development services to economically disadvantaged youth because economic status is not seen as a valid or reliable indicator of labor market services, and because exclusion of some youth from labor market services is hard to defend in an institution with as wide a political base as that of schools.

Targeting provisions seem to pose a more fundamental dilemma for educators, however. Public education has traditionally been geared to identifying student deficits and measuring achievement in terms of academic criteria. YEDPA is built on different premises and, in order to be successfully adopted by schools, requires changes in basic education attitudes. Even without the income eligibility criteria, there would be problems because YEDPA requires schools to view a wider spectrum of student capabilities than they traditionally have.

As with the minor administrative changes, the fundamental changes require time and patience. More precisely, they require subtle but constant pressure in the form of advocacy for change -- from inside and outside the education community -- and steady access and exposure to innovative education programs and administrative models that appear effective with regard to employment and training objectives.

Because of the relatively extended period of time it will take for joint CETA-LEA strategies to take hold, the proverbial plea for more stability, continuity, and predictability in CETA -- or at least youth programming -- becomes more compelling than ever. Progress in CETA-LEA relations must be cumulative. Yet that is difficult when the terms of CETA-LEA agreements are uncertain until two weeks before programming is due to begin, budget levels are changed in mid-stream, or CETA staff are constantly turning over. Strategically it is difficult when there is doubt about the durability of a national policy encouraging closer ties between education and manpower.

Of course, the plea for stability in CETA is chronic; but even a stable CETA system would be no panacea. Other factors affect collaboration between prime sponsors and schools. Given that one of the important YEDPA objectives is to change the way schools do business with respect to providing employment and training services for youth, an inevitable question is who should have authority over the money used to buy change. Should the money continue to be administered under the joint authority of schools and CETA prime sponsors, or should in-school programs under YEDPA be handled exclusively by the educators? The costs of the first strategy (now in effect) are already evident: friction between the two establishments and competition for the upper hand in deciding what programs are acceptable. But while the benefits of the second strategy might be more peaceful relations between CETA sponsors and educators, the costs will almost certainly be excessive loss in efficiency in getting CETA sponsors and LEAs to work together, and in getting LEAs to incorporate employment and training objectives into their overall mission. This would be because increased isolation between the two institutions -- schools and local manpower administrators -- would be inevitable without the joint CETA-LEA agreement, a device that creates however artificially, a very real, joint vested interest.

IMPACTS OF YEDPA ON EDUCATION/CETA RELATIONSHIPS AT THE LOCAL LEVEL--
FIVE CASE STUDIES

Prepared Jointly by Representatives of the
Department of Health, Education and Welfare
and the Office of Youth Programs, Department of Labor

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An Overview

The Youth Employment and Demonstration Projects Act (YEDPA) seeks to improve cooperation and coordination between the education and employment and training systems in order to better integrate work and education, to improve the quality of in-school programs, to encourage school completion and to ease the transition from school to work.

Under the Youth Employment and Training Programs (YETP) section of YEDPA, which provides funds to Comprehensive Employment and Training Act (CETA) prime sponsors throughout the country to provide comprehensive services for youth, specific linkages are mandated. Not less than 22 percent of the funds allocated under YETP to each prime sponsors is to be used for programs for in-school youth under the terms of agreements between prime sponsors and local education agencies. Further, the law states that no program of work experience for in-school youth shall be supported under YETP unless there is an agreement which shall "set forth assurances that participating youths will be provided meaningful work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment."

The regulations further delineate this mandate by defining LEA's and outlining broad parameters for these agreements. The local education agency is defined as "a public board of education or other public authority legally constituted within a State for either administrative control over, direction of, or service to public elementary or secondary schools in a city, county, township, school district or other potential subdivision of a State."

Sincee these agreements are a new institutional feature and the format is not specified in the law, the regulations leave considerable flexibility. Prime sponsors with more than one LEA have the responsibility for allocating funds among them. The prime may work with only one, or several LEA's independently, or a consortium. The agreements may be financial or nonfinancial.

The format for the agreements is relatively open-ended. They are to describe activities, services, and delivery approaches, to guarantee that there will be no substitution for existing funding, to assure that job information, counseling, guidance and placement services are provided with any work experience activity, and where possible, to provide a policy framework for the awarding of academic credit for competencies derived from work experience. A technical assistance guide was prepared to suggest some possible considerations and elements for CETA/LEA agreements. This was the result of extensive consultation with educators and officials in HEW. To provide an incentive for cooperation, $15 million of YETP discretionary funds were also set aside for competitive grants to prime sponsors for exemplary in-school programs.

The effectiveness of YETP in promoting coordination and cooperation at the local level between the education and employment and training systems, as well as YETP's impact on in-school programs, are being assessed from a number of perspectives:

1. YETP and YCCIP programs are being studied in a sample of prime sponsor areas on a continuing basis. LEA/CETA relationships are a major focus of the case studies. These provide descriptive and analytic information covering a range of local conditions.

2. A stratified sample of fiscal 1978 LEA/CETA agreements are being assessed to determine their content and to develop a model agreement format.

3. LEA/CETA relations are being analyzed under studies being contracted by HEW in coordination with DOL.

4. Linkage problems will be assessed by the National Association of State Boards of Education under YEDPA funding.

To supplement these assessments and to provide detailed information in a timely fashion, the Department of Labor's Office of Youth Programs and the Department of Health, Education and Welfare's Office of Education participated in onsite reviews of CETA/LEA programs in five locations. Site visits were conducted in April 1977, 8 months after the signing of YEDPA and approximately 4 months after program startup. Sites of varying program quality were selected to look at what happened with respect to development and implementation of youth programs pursuant to CETA/LEA agreements. The major question was why some communities were successful and others were not in promoting institional change.

Based on the very limited reviews, global comments cannot be made with validity, and the following summary of impressions and findings must be considered very tentative:

1. In the five areas studied, YEDPA has contributed to improved CETA communication with the public schools. In some cases, YEDPA has provided the impetus for the communication. Even in cases where relationships were already well established, linkages have been intensified. Four months after program startup, many of the initial apprehensions about the leverage, role and impact of prime sponsors on school programs had subsided.

2. YEDPA provides a great opportunity for the education and employment/training communities to have substantial impact on the quality of education and training for youth. In the small sample reviewed, several prime sponsors had made or at least initiated significant improvements in program quality, based on cooperation and coordination.

3. As might be expected, the cooperativeness of previous relationships, the size of the community, and the degree of prior preparation contributed to what happened in the development of CETA/LEA programs. It appears that smaller communities where staff on both sides were familiar with each other and where new program ideas had been developed but not implemented, generated the more innovative programs.

4. The lack of time for comprehensive planning and program development affected most sites. Haste affected the quality of agreements and programs. There were delays in the implementation of efforts which departed from traditional policies. There has been an evolutionary process in the months since YEDPA's implementation.

5. YETP is reaching students who would not otherwise be served. The case studies suggest that existing in-school programs linking education and work would sometimes screen out all disadvantaged youth and certainly do not reach the universe of need. The ability to hire additional school counselors and staff has contributed to the ability of schools to offer services to additional youth, particularly transitional services for students who are not college-bound. Of course, the overall number of disadvantaged youth being served in in-school programs has increased with the advent of YETP. Most school officials would like

to see even broader coverage of these students.

6. Program regulations hinder the broad exposure of youth to private sector job opportunities. Most schools offer some vocational training and work experience programs for students. Some states even require that schools train students in a skill before graduation. Many of these existing programs utilize the private sector, but if they do, they frequently "cream" from the eligible population to find youth most likely to be accepted by private employers. The private sector usually offers greater opportunities for placement after graduation. If work experience is to continue for in-school participants, more consideration should be given to opening up private sector work experience opportunities under YETP.

7. The areas of academic credit, scheduling, extended school day, vacation and graduation requirements deserve much more attention. Many opportunities for youth are missed because of administrative restraints. Because of the wide variation in State and local laws, school administrators and principals, it is difficult to generalize except to suggest that much more could be accomplished if school regulations were relaxed. In many instances, it appears that school principals and staff are not certain about legal requirements, particularly academic credit for work experience and can do more to encourage and institute changes which would benefit all students.

8. Generally, most school and prime sponsor officials felt that more money was required to meet the needs of all deserving youth. Local education agencies felt that the 22 percent setaside limited their ability to negotiate for funds. Other prime sponsors wanted greater flexibility in use of funds. While a setaside of some amount appears to be useful in facilitating cooperation and coordination of programs, it has some limitations. It seems that LEA's must demonstrate effectiveness in program implementation to be in a position of greater bargaining leverage with prime sponsors.

The case studies which follow provide insights into the types of changes which are occurring at the local level. They represent the results of 2-day site visits by a two member team--one from the Department of Health, Education and Welfare and one from the Office of Youth Programs, Department of Labor. In all the sites, a standare interview instrument was used. There were interviews with CETA and LEA staff at all levels, particularly school officials involved in career information, alternate education programs and occupational training, as well as vocational educators. Worksite supervisors and participants were also interviewed. The aim was to distill a variety of perspectives on local developments and to assess them from an interagency viewpoint. Not surprisingly, there is a great deal of variability within and between sites. However, there is no question that change is occurring, that it is substantial in some cases, and that it is in the directions desired by the authors of YETP.

1. Providing the Impetus for Major Change: CETA/LEA Youth Programs in Houston

The Prime Sponsor and the Local Education Agency

The city of Houston is a major urban area of 1.2 million people with a relatively low overall unemployment rate of 4.5 percent. However, the unemployment rate for minorities is 11.0 and for youth it is almost 30.0 percent. A large Mexican-American population resides in Houston as well.

Over the past several years, Houston has experienced tremendous growth and development. Approximately 1,000 new comers arrive in Houston weekly. To date, no major steps have been taken to curb this population expansion.

Within the city of Houston, there are 5 good school districts. The largest is the Houston Independent School District (HISD) which has the only contract with the CETA program for YEDPA. The other 4 school districts -- North Forest, Spring Branch, Aldine and Aleif -- subcontract with HISD for 20% of the YETP program funds. The total school age youth population between the ages of 16-21 is estimated to be 161,000. Of this total, 90,000 are youth unattached to the school system and 71,000 are in-school students. The average daily school attendance is 85 percent. In addition, of the 161,000 youth, 34,000 are considered poverty youth and a total of 43,500 are below 85% of the lower living standard. Therefore, nearly 30% of the high school age youth are eligible to participate in YEDPA youth programs.

Prior to YEDPA, the schools and never contracted with the city's CETA programs. Nevertheless, the schools were subcontracted portions of the Title I, VI and Title III SPEDY programs from the Neighborhood Centers Day Care Association, the major prime sponsor contractor. The city's FY 1978 YETP allocation was $1.7 million of which about 28 percent or $468,867 is contracted to the local education agency for in-school youth programs.

The Neighborhood Centers Day Care Association (NCDCA) has been the major contractor for CETA youth programs over the past several years. NCDCA is a local public non-profit agency which provides centralized intake, assessment and referral services for all CETA programs. There are currently four satellite centers throughout the city which will operate during the summer months. In addition to the intake, assessment and referral activities, NCDCA also provides for most of the supportive services and is the contracting agency for most of the youth work sites and training.

During FY 1978, the CETA Title I program served approximately 750 in-school youths, provided training and support for adjudicated youth offenders through the Gulf Coast Trades Center at approximately $30,000 and funded a skills center through the Houston Community College at about $712,000 - $200,000 from CETA Title I. The Youth Employment and Demonstration Projects Act (YEDPA) provides services to an additional 1300 youth - 100 in YCCIP, 366 through the CETA/LEA program, and 816 in other YETP components.

The HISD has demonstrated creativity and foresight in its implementation of educational programs for youth. Over the past several years it has developed a complex of 49 magnet schools which enroll gifted and talented students and students with special needs from throughout the city. The magnet schools specialize in academic and vocational areas, e.g., High School for Performing and Visual Arts, Community As a School, High Schools of Engineering Professions, High School for Health Professions, and Ongoing Education School for Pregnant Girls. Also, HISD in 1974 opened its first alternative school for potential dropouts, Contemporary Learning Center. This school offers an individualized success-oriented learning opportunity for youth who are not successful in the traditional school mode. This is the framework in which the CETA/LEA relationship began.

Description of CETA/LEA Agreement

At the time of the site visit, the CETA/LEA program was operating under an interim non-financial agreement signed on January 26, 1978. The agreement provided for the development of an alternative education program for 200 potential or recent dropouts between the ages of 16 to 21 years, transitional services to 100 additional students and 20% of this number of slots for the 4 other school districts operating in the city. These transitional services included occupational information, career counseling and placement services. Academic credit was to be provided for work experience in the alternative education program and provisions were to be developed for credit to youth in the Youth Community Conservation and Improvement Projects (YCCIP).

The agreement under negotiation with HISD is a financial one which specifically relates to the alternative education program. It details the goals, objectives and outcomes of the in-school program as well as describes the alternative school concept.

The alternative school funded through the CETA/LEA agreement is a jointly funded project with CETA, HISD and the Department of Human Resources (DHR). The major goal is to coordinate the delivery of social, educational and employment services needed to keep youth in school and ultimately prevent welfare dependency. Each of the 200 students will have a work/study or individualized instructional plan and a social services treatment plan.

The 2 major components of the program are an educational program and a work/training program. Each student will spend a half day in the competency-based, individualized, success oriented, vocational education program. Tailored training modules based on the vocational goal of each student will be used. New modules will be created and tested as they are developed and existing tested ones will be utilized to the extent possible. The instructional coordinator will be responsible for the development of modules.

The second half of the day will be spent in a vocational education program or a work experience based on the experience and interest of the individual. The Contemporary Occupational Training Center (COTC), which services youth other than those in the alternative school, will be used for vocational education. The skills training center offers training in food services, printing, general construction, general automobile mechanics, building maintenance, small engine repair, office duplicating machine repair and welding. Work experience sites will be developed for interested students by the occupational coordinator. Independent process and product evaluations are planned.

Process of Reaching Agreement

As stated earlier, there had been no previous agreements between CETA and HISD. However, HISD participated in CETA Title VI, Title I in-school and Title III summer programs as a subcontractor to one of the prime sponsor's contractors. In addition, the chairperson of the prime sponsor planning council was the HISD representative. Nevertheless, HISD was reluctuant to contract directly with CETA because of bad experiences under Model Cities where the school was left "holding the bag".

In September of 1977, the HISD and CETA began conversations pursuant to requirements in YEDPA. A non-financial agreement was negotiated at that time in order to begin the YETP programs and to permit time to negotiate a financial agreement. The non-financial agreement was not signed until January of 1978 because of city countil delays in approval. The city council delays were due to the election of a new mayor who, because of illness, was not able to convene the council.

In April, at the time of the site visit, the financial agreement was about ready to be signed. While there was agreement about the overall thrust of the CETA/LEA agreement, there were many details to be worked out. The concept of the alternative school had been developed as a $10 million proposal to the Department of Human Resources (DHR). Therefore, the financial arrangements had to be determined, coordination with DHR had to be finalized as well as minor details connected with restructuring to meet the requirements of YETP. In January, under the non-financial agreement, staff was hired to begin setting up the alternative school. At the time of the visit, approximately 40 students were enrolled. The program will be funded at approximately $1 million with CETA contributing almost $500,000 -- the remainder comes from HISD and DHR.

To date, the relationship appears to be working out well.

Program Observations

While there were apprehensions initially on the part of HISD about contracting with CETA, the schools saw this as an opportunity to serve more youth through interagency cooperation. Both agencies were serving essentially the same constituency. Both agencies had limited resources. The alternative school was a concept which had demonstrated merit. Therefore, both agencies plunged willingly into the relationship.

The Houston school district appeared to be quite progressive. At the highest levels, there was concern and interest in the program by CETA and HISD. The alternative school is a program which may become a model for other school systems throughout the country.

The area of academic credit is still a source of some contention. School officials do not encourage credit for work experience and appeared to be uncertain about exactly what the local and State laws required. It was clear that work experience is not normally substituted for formal training. While schools will not initiate the provision of credit for work, it appears that an individual may request credit from a school, take a competency based test and be awarded academic credit. School officials appeared to be interested in the area and may be willing to support it if prodded to do so.

The HISD was amenable also to working out some of the administrative concerns which normally cause problems, i.e., extended school day, vacation time, credit and graduation requirements. Because of the foresight and concern of school officials, the alternative school will operate on a quarter system, teachers will be paid for a longer day and students may graduate with a legitimate high school diploma.

This program is exemplary in its involvement of other agencies. The Neighborhood Center Day Care Association, a community based organization, is responsible for intake and initial client assessment and referral. The Department of Human Resources will develop the social services plan and provide appropriate supportive services. HISD will be responsible for overall administration, teachers and facilities and CETA will pay for most of the staff salaries and supplies. This pooling of resources makes possible the alternative school for 200 potential and recent dropouts.

Issues and Impacts

In Houston, YEDPA certainly contributed to the development of a relationship between the schools and CETA. In addition, had YETP funds not been available, the alternative school probably would not be operating at this time. The proposal had been submitted to the Department of Human Resources with little success and CETA had not been considered as a possible source of funding by the school district.

The school district is receptive to change. HISD is committed to the certification of all jobs as relevant to the students' career plans. They are willing to consider development of procedures which will make it possible to award credit for work experiences. A major concern of HISD is that the 22% set aside be eliminated because they feel they can secure more funds without it. Because of it, the CETA prime sponsor thinks in terms of 22 percent. According to school officials more and better programs can be developed with more money.

2. Putting It All Together:

Worcester In-School Programs

The Setting

Worcester is a relatively small city in Massachusetts with a population of approximately 500,000. The CETA prime sponsor is part of a Worcester manpower consortium, which includes 13 other towns in addition to Worcester city proper. The Worcester manpower consortium is part of the City Manager's Office of Planning. Total YEDPA funding available to the prime sponsor is approximately $650,000.

There is a Director, Assistant Director and four other full-time professionals running the operation.

Worcester received a YETP and a YCCIP grant totaling $409,938 and $238,899 respectively. The students served ranged from the potential drop-out to ex-offenders. The target group is basically in-school (YETP) and out-of-school youth experiencing difficulties with the law (YCCIP). There are four high schools in Worcester served by the YETP program. An additional four high schools located in the nearby towns (part of the consortium) are being served as well. The YETP program serves the in-school youth by placing them into public sector jobs, providing counseling, skills training, and academic credit for work experience.

The Worcester Community Action Council acts as the community based vehicle to operate the YETP program. The CBO supervises the counseling and instructional staff in preparing the youth for work and study.

Nature of the CETA/Worcester Schools YETP

One hundred percent of the YETP funds have been allocated to serve in-school youth in programs designed to enhance the career opportunities and job prospects pursuant to the agreements between CETA/and LEAs. Every enrollee in the program will require employment and training services to act as a catalyst for continuing their education. All employees (enrollees) participate in career employment experience. The Worcester Prime Sponsor designated two community based organizations of demonstrated effectiveness as service deliverers for YEDPA:

Another concern raised by the schools was a need for more "brick and mortar" money. The alternative school is housed in part of an elementary school. They feel such a facility should be in a separate location because of potential problems between the teenagers and elementary students. There may, however, also be some advantages such as the possibility of youth tutoring youth programs or other programs serving youth, e.g., recreational programs for the elementary school students.

The prime sponsor was concerned about placement activities on the part of the schools. There are placement specialists in each high school (approximately 30) but most are heavily involved in work site selection, leaving little time for job development and placement of graduates. The prime sponsor feels that more emphasis should be placed on the placement of graduates into permanent jobs.

The schools and CETA expressed an interest in greater involvement of community based organizations (CBO) in training -- either through arrangements with the public schools or proprietary schools. The hope is to expand the number of providers of training activities. Some resistance is expected from the public schools. It was refreshing, nevertheless, to see the interest in greater involvement of community-based organizations.

Neither the schools nor CETA expressed much interest in on-site technical assistance from DOL or HEW. They felt they had the technical competence in program design and administration. Their interest was basically in the sharing of program information nationally regarding what was occurring in other locations.

Houston demonstrates one possibility of what can be accomplished when the education and the employment/training communities work together. There was general concern, enthusiasm and competence exhibited by staff of both agencies. The relationship is one which has potential for growth.

1. The Worcester Community Action Council (Project Transition). Project Transition was allocated $409,938 of YETP funds to provide career employment experience opportunities for 240 youth in the target community.

2. Youth Opportunities Upheld, Inc. (Work TEC Project). Work TEC was allocated $238,899 of YCCIP funds to serve 119 youth with ex-offender status.

The LEA agreement, was signed by the Worcester prime sponsor and representatives of 13 consortium towns and cities, covering both component parts of the local YETP program and providing such services as initial recruitment and selection to the awarding of academic credit.

YCCIP

The Worcester prime sponsor allocated funds to implement the Parks and Recreation/Worcester Public Schools Educational Conservation project. The project was designed to serve 50 youth from the consortium area who are out-of-school and experiencing extreme difficulty obtaining employment. The participants are economically disadvantaged; the average reading competency is below the sixth grade; half of the enrollees are offenders; half are welfare recipients; 40 percent are minorities; all have expressed total dissatisfaction with the academic world; all have demonstrated unsatisfactory work habits and records; and a large proportion of the females are unemployed heads of households and unwed mothers. Every enrollee in the YCCIP program engages in an academic component whereby he or she receives academic credit and a Grade Equivalency Diploma (GED) through the Worcester public schools adult learning center. Although a formal LEA agreement was not mandated by YCCIP regulations, the Worcester prime sponsor in an effort to facilitate the awarding of academic credit for all participants entered into such agreement. The structure of the agreement was as follows:

1. Background statement;
2. An assessement of existing youth services;
3. Program purpose;
4. Results and benefits expected out of the program which includes goals, objectives, and evaluative statement;
5. Administrative procedures detailing the schools and CBOs responsibilities for supervising and administering the program; and,
6. Additional provisions.

Process of Developing the CETA/Worcester Schools Agreement

The LEA agreement was finalized after extensive meetings between prime sponsor and school personnel. Although they only had 10 days to firm up the agreement, they had been meeting in preparation for the programs months ahead of time. A primary factor that expedited the agreement was that the principles had known each other in other circles and had built a relationship that was cordial and understanding. Even more helpful was the fact that the YETP and YCCIP programs were very similar to proposed programs supported by some key actors in Worcester. The YETP program was conceptually promoted by the education and work council which had come into existence two years before YEDPA. The YCCIP program was conceptualized by a school counselor and parks and recreation supervisor a year before YEDPA legislation. Now with the influx of dollars, these ideas came into fruition and the conceptual and manpower requirements to begin the effort were well underway.

The CETA manpower agency was familiar with the individuals mentioned above and were brought in early when the YEDPA program was announced. Adjustments were made to fulfill the objectives and requirements of YETP and YCCIP, but the conceptual design previously developed remained intact.

Program Observations:

A big factor was the quality of personnel. The CETA director had savvy and was a longtime advocate of employment and training programs for the Worcester community. He exemplified the New England manner of doing things, methodical and sensitive to local community desires and needs. The Assistant Director in charge of youth programs was meticulous and made very sure that every statement was fully understood and clarified. The rest of the staff represented different walks of life within the Worcester community. The program officer was a minority person with extensive experience in CETA programs throughout New England. The budget officer was a young aggressive product of Worcester who had work experience with correctional programs.

The school personnel were equally high quality. Both the District's Career Guidance Counselor and Director of Counseling and Guidance had a great deal of experience with work experience programs. The Career Guidance counselor ran the non-pay cooperative education program for the district. He was able to guide the development of the YEDPA program to fit into the school structure and processes. The district director for counseling and guidance represented the concerns and fears of the superintendent in establishing a program that would award academic credit for work experience, but he was amenable to compromise.

The largest problem in the school's eyes was scheduling. How were they going to schedule kids for classes and work, given the number of hours required by the district and the State for attendance? They recognized that seniors would be the easiest group to work with in terms of scheduling, but juniors and freshman who were marginal could use the assistance even more. Early intervention was advisable. They were able to work through this problem by calling two long and arduous meetings coordinated by the prime sponsor in consultation with school personnel, education and work council members, and community based personnel involved in youth/school programs. The picture looked quite rosy on the first day with some apprehension about when all this cooperation would come to a halt; when the real story would be told. This really never happened. With the exception of some minor disagreements with the education and work council over how far reaching these programs could be, cooperation among the key actors was astoundingly good.

The counselors involved in the YETP program were young and idealistic. They were supervising the YETP participants at the worksite and worked with the school counselors at the school site. The counseling ratio was 2 for 25 students. This is almost an ideal counselor/student ratio that is not typical of most school districts. The counselors from the CBO (Project Transition) had devised a careful plan to keep track of their students. If a student did not show up for school they did not get paid for the number of hours missed. This was agreed upon by the student and the counselor through a learning contract that was signed before the student was accepted into the program. The contract was enforced.

The director of Project Transition reported to the executive director of the Worcester Community Action Council. The two had a very good relationship. The executive director was an old-time poverty program fighter, who had worked with community projects for many years in Worcester. The director of Transition was a young protege of the executive director who believed in the effective role of community action programs in meeting the needs of the poor. The relationship between the Executive Director of the Community Action Council and the Director of CETA was cordial. But the undertone of the relationship was one of tolerance. In other words the classical rift between the community agency breaking new ground versus the perceived rigidity of the funding agency (CETA) existed. But it was a working relationship. A central theme with the community action agency was how can we link up with other CETA programs to support the YEDPA effort. This was encouraging. They were seeking guidance from CETA officials on this.

The YCCIP school coordinator and the parks and recreation supervisor were delighted with YCCIP and YETP because they had long proposed similar concepts. The school representative certified the youngsters in the program with the school and verified the attendance of the YCCIP participants in the adult learning center. The teacher in the learning center was honest in his approach with the students by telling them that the central purpose of the YCCIP program was earning a wage. The participants worked at three parks supervised by foremen of park employees. Thirty hours a week on the jobs with a two week orientation and 10 hours per month instruction was the core of the program. Class instruction was basically remedial with coping skills taught, such as reading to pass driving tests, obtaining social security cards, and opening up a bank account. The park supervisor (parks and recreation director) was supportive of the program and discussed how well the students got along with other park employees. Youth involved in parks projects demonstrated a great deal of enthusiasm. The youth were expected to learn recreation scheduling, grounds maintenance, and safety.

Project YES is the YETP component directed to ex-offenders. The project provides counseling and instruction in consultation with the schools. A school counselor certifies and verifies attendance and acts as the conduit to grant credit. GED's are given at the end of the year. The instruction is in basic skills and relevant materials are used to motivate the students to read and write. The average reading level of the participants is 5th grade. Transportation is provided by way of reimbursement for bus or cab fare. Some of the students are still wards of correctional institutions. The institution allows the student to leave the premises to work and attend the school project. For instance, a young male who had a history of encounters with the law worked in a nearby State institution for the mentally disturbed as a groundskeeper. He was learning from an old hand (15 years) the horticulture trade and attended classes at Project YES. A counselor, job developer, and a teacher were all involved in formulating his plan. The youth was congenial, shy, and somewhat taken aback with all the attention he was getting. The plan appeared very comprehensive and costly.

Issues and Impact

There is much to be said about smallness. The CETA people knew many of the key actors in the schools, CBO's, correctional institutions, and the Economic Development Agency. This was a central feature in the LEA/CETA relationship; namely prior working relationships that laid the foundation for YEDPA. A second feature was that there were community organizations that had experience with the target groups with which YEDPA was concerned. These agencies had a series of projects and experiences that served as a foundation for the YETP and YCCIP programs.

A third ingredient was the ability of the schools to build upon their cooperative work experience and work study programs to serve as a model for the agreement reached between CETA and the LEA. Interested personnel from the schools saw this as a golden opportunity to bring into fruition many of the untested ideas and concepts discussed through the years.

Fourth, available funding was the key, but there is no mechanism to begin to institutionalize the programs. This is a flaw with YEDPA. There needs to be a strategy on how local communities could use the start up funds to develop new programs and then institutionalize them.

Fifth, CETA was tied into all the major aspects of the social, political, and economic life of Worcester. This is a key to developing working relationships with CBOs and schools. They understood the constraints schools faced and were willing to work with them.

Sixth, the vocational schools were not involved with YEDPA. This is due to the structured way in which they run. In Massachusetts, vocational schools are exclusive training centers, where graduates are guaranteed jobs. Consequently, the admission into these schools is highly competitive and low income students are at a disadvantage in qualifying for entrance.

The impact of YEDPA is essentially that the youth now play a central role in the city's development through training and employment opportunities fostered by CETA and YEDPA. Youth are being focused upon in a serious way. Schools are delighted to receive the help from CETA in locating jobs and promoting the need to finish a high school education and post secondary school entrance. But the issue for Worcester will be, can they foster such programs without Federal help? Worcester must develop some institutionalization strategies that will take resources from the schools, CETA, YEDPA, CBO's and other agencies interested in curtailing youth unemployment and delinquency.

3. Achieving Collaboration in Minnesota BOS

Institutional Structure

The Minnesota governmental system has a rather unique organizational structure which has significantly shaped LEA-CETA relations in the balance-of-state. In 1969, the Minnesota legislature enacted the Regional Development Act, establishing 13 sub-State regions for planning and coordination of programs in criminal justice, land use, transportation, economic development, employment and training, health, and housing. Each Region has a Regional Development Commission (RDC) consisting of county and municipal officials. The Balance-of-State comprises eight of these 13 regions.

Each RDC has a complement of paid staff, including a Manpower Planner, one of whose principal functions is to serve as the staff arm to the Regional Manpower Advisory Committees (RMAC) which correspond in composition and function to CETA advisory groups at other levels.

In Minnesota, there are 437 school districts. Over 200 of those 437 are located within the 54 counties which constitute the Balance-of-State. In addition, there are two kinds of educational cooperatives in Minnesota; both are regarded as local education agencies. The first type, called Educational Cooperative Service Units (ECSU) are mandatory planning cooperatives established by State statute. There are nine in the state. The second type, called Regional Interdistrict Councils (RIC's), are voluntary cooperatives and are focused on special education; there are approximately 60 in the State.

The BOS has 14 field offices called CETA Centers (CETC's) scattered throughout the eight regions covered by the BOS.

In FY 1978, the BOS operated five programs other than YETP specifically targeted at youth. These were the:

Title I In-School Program--Aimed at providing employment opportunities for youth who are enrolled in school or who are planning to return to school during the next regular school term. The program serves 3,163 youth at a cost of $758,818. It was estimated that approximately half of Title I funds served youth in FY 1977.

Summer Program for Economically Disadvantaged Youth (SPEDY)--Aimed at 14-21 year old youth. The program serves 2,453 youth at a cost of $2,561,644.

Governor's Youth Program--Similar to SPEDY serving 1,450 economically disadvantaged youth at a cost of approximately $1 million.

Summer Youth Recreation Program--Providing recreational opportunities for young people aged 8-13 who are from economically disadvantaged households. The program serves 2,040 youth at a cost of $46,077.

Youth Community Conservation Improvement Program (YCCIP)--Serving 81 youth at a cost of $318,146.

Youth Employment and Training Programs--This program serves an additional 1,728 youth at a cost of $1,798,911. Of this amount, approximately $1 million goes to in-school programs.

There is a history of strong commitment to and financial support for public education throughout the State. The State Department of Education is active and traditionally plays a strong part in technical assistance and guidance. Career education has been given high visibility within the state during the past eight years. Approximately three-fourths of the secondary schools in Minnesota are covered by vocational cooperative centers. These centers were started in the mid 1960's under the auspices of the RIC's to give schools access to vocational training facilities they could not support on an individual school basis. Youth attend such centers two hours a day.

Minnesota has an excellent system of 33 post secondary Area Vocational Technical Institutes which offer Adult Basic Education and GED preparation in addition to a large number of skill training programs.

Minnesota is also one of eight states funded by the Department of Labor to establish and operate a state-wide computerized career information system. Although Minnesota Occupational Information System is only 3 years old, it seems to be widely used throughout the state by educational institutions and increasingly by CETA.

Community Action Agencies have traditionally been involved in the operation of youth programs under Title I. In most of the sub-state regions, an agreement has been reached to turn in-school programs over to Community Action Agencies and out of school programs to the CETC's.

In summary, Minnesota has a unique administrative structure for decentralized governance and an impressive combination of strong education, manpower and governmental institutions willing and able to work together.

Process of Reaching Agreement

News of YEDPA implementation policy was eagerly sought by the education establishment. The Minnesota Department of Education, in particular, took the initiative to prepare itself for a strong role in facilitating the implementation of the Act. Community action agencies also were ready to play a major role. Each group geared up to insure their "piece of the action."

By the fall of 1977, it was clear that competition was developing between the CAA's and CETC's and that RMAC's, RDC's and the State Department of Education were all interested in becoming involved. BOS decided to leave decisions on who would become program operators, what the in and out of school mix would be and other design questions to the sub-state regional level. The only parameters set by BOS were that only the poor would be served and that 35% of the YETP money would be reserved for out-of-school programs with CETC's, the exclusive operators of such out-of-school programs. Since by law at least 22% of the funds had to be allocated to in-school programs, that left 43% of the funds to be distributed between in-and out-of-school programs at the discretion of the RMAC.

BOS required that each RMAC choose one lead agency for the in-school program and that the agency would then contract with those LEA's whose proposals were approved and accepted by the RMAC. The contractual relationships that resulted were triangular with the selected CAA or CETC subcontracting with the LEA and the BOS executing non-financial CETA-LEA agreements with each of the participating LEA's. The administrative arrangements for all of the sub-state regions included in the BOS are as follows:

Region	Geographic Area	Out-of-School YETP Operator	In-School YETP Program Agent	Number of Participating LEA's
1	NW Minnesota (7 counties)	CETA Centers (Crookston and Thief River Falls)	CAA: Inter-County Community Council	2 RIC's Comprise 22 LEA's
6W	Upper Minn. River Valley (5 counties)	Montevideo CETC	Prairie Five CAA	20
6E	Kandiyohi, Meeker, McLeod, and Renville Counties	Willmar CETC	Willmar CETC	15
7W	Central Minn. (4 counties)	St. Cloud CETC	Tri-County CAA	5
7E	E. Central Minn. (5 counties)	Mora CETC	Lakes & Pines CAA	4
8	Southwest Mn. (9 counties)	Marshall CETC & Worthington CETC	Marshall CETC & Worthington CETC	42
9	South Central Mn. (9 counties)	New Ulm CETC Mankato CETC Fairmont CETC	Minnesota Valley CAC	19
10	Southwestern Mn. (11 counties)	Owatonna CETC Rochester CETC Winona CETC	Two CAA's: - SEMCAC - GRW	3

All CETA-LEA agreements and sub-grants were signed by February.

Youth Employment Education Unit

The first FY 1978 grant made by the office of Statewide CETA Coordination, Department of Economic Security using its 5% money was to establish a Youth Employment Unit within the State Department of Education for the purpose of serving as a catalyst to improve CETA-LEA relationships and to provide technical assistance and support as appropriate. Since the Unit was established in August 1977, it was able to help in facilitating CETA-LEA agreements by sponsoring a series of workshops for LEA's (one in November and 11 in April) and making joint visits with BOS staff during the negotiation and start-up period. In addition, CETA-BOS consulted with the Unit staff in developing the model agreement used throughout the BOS. The Unit has also worked with various teacher associations to try to overcome the reluctance of teachers to accept new roles under experimental learning programs such as YETP.

The Youth Employment Education Unit is funded at $106,000 and when fully staffed will have a director, three professional staff including two curriculum specialists -- one for career development and one for basic skills, and a program specialist who will concentrate on issues related to academic credit, staff credentials, financing and other issues of concern to local school districts. Staff for the Unit was instrumental in developing a policy on how work experience programs effect state aid financing.

The Governor's Office of Manpower, BOS and State Education staffs all indicated tremendous enthusiasm and support for this Unit. Local school administrators and others interviewed felt that the Unit served a useful function in information sharing and institutional brokering to get CETA-LEA cooperation off the ground. An important challenge for the Unit will be to develop a strong technical assistance capability that will be non-threatening to either side and supportive of their mutual interests.

Program Improvement

The CETA Director's assessment of the impact of YEDPA on the quality of the in-school program being operated is that the legislation and regulations forced the development of a more comprehensive youth program than had existed before. However, he believes such programs would have developed anyway over time since substantial CETA resources have gone to schools over the past years.

Although CETA staff was not happy with what they considered lack of flexibility in the program, they were pleased with the general improvement in youth programming since the implementation of YEDPA. For instance, the quality of work sites has improved under YETP with work sites being developed outside the school setting. Because of the maintenance of effort provisions under YETP, program operators have tended to upgrade their Title I program along with YETP implementation. It was expected that this cross-over effect would improve the quality of worksites under the SPEDY program.

Several people commented on the benefit of the Career Employment Experience which includes counseling and supportive services along with work experience programs. Under YETP, schools have been able to use various sources of funds creatively to develop more responsive comprehensive programs.

Academic Credit-Staff Licensing

State policy on academic credit is that it may be given for experimental programs if the credit is needed by the student. Credit may be given in programs where the coordinator or teacher has a vocational education license. If less than one hour per day is spent in the community, no such special license is required. Usually, credits are given in elective areas, but for one YCCIP program referred to previously, the state gives both elective and required science credit for participation in the program.

No major change in policy, such as giving credit for experiential programs across the board will likely be considered until school administrators get a better feel for the scope and longevity of programs such as YETP.

One Alternative School program in the state provides a good example of how the awarding of credit has strengthened the program and helped sell the concept of alternative education to the local school board parents and other students. The standards for obtaining credit are so stringent that no one considers the program a free ride. Students in this program spend four periods per day in the classroom and work 15 hours per week within the community. Credit for the classroom component is given on the basis of productive time spent within the classroom at a rate of one credit for each 120 clock hours. Students can get up to two credits per school year for the work experience component. The summer program does not grant any school credits.

Private Sector

The limitations of public sector work sites in rural areas were evident in visits to both northern and southern Minnesota sites. In Region I, public sector job sites are limited to schools and a few social service agencies. The original Region I YETP plan proposed to subsidize private sector work experience in conjunction with the Work Experience/Comprehensive Employment Program which is operated by the schools. Since such a program was not approved on legal grounds, the in-school portion of YETP was cut from 85% to 45% of YETP funds.

Staff believed that public sector sites did not provide the necessary occupational range for career explorations. Work experience opportunities developed in Region 10 include a secretarial job in a military recruiting office, custodial work in a national guard armory, and work in a coffee house run by a community agency. Since both Regions visited are heavily engaged in agriculture, there was an interest to do more in agricultural fields but no opportunities exist in the public sector.

Career Information

Both Region I and Region X have invested substantial resources in career guidance and information services because they feel it is important to help young people in rural areas to obtain knowledge about opportunities for education and employment outside their immediate geographic area.

In Region I, 5% of the YETP funds went to the University of Minnesota to operate a Career Awareness Laboratory. The laboratory will act as a resource center for the entire area to train counselors and teachers, provide staff orientation as well as provide direct counseling and information services to youth and others needing career guidance. The intention is to establish a network of counselors in schools throughout the area being served who will be able to use the center on their own, refer youth and provide career guidance services in schools. It is hoped that the Employment Service will provide placement services. The laboratory will be tied into the state-wide MOIS program and will use a variety of commercial systems. Two impressive career guidance centers exist in Region X, one associated with the Area Vocational Technical Institute in Red Wing. YETP youth are benefitting from these centers as part of their program.

Financing

With generally declining enrollments, school districts were worried about the impact of YETP and other community-based experiential learning programs on their state financial support (ASAD).

The State Department of Education policy developed is that up to three hours per day of the six required for state funding can be done outside the classroom -- the policy also recognizes time spent in programs which are jointly funded with education such as YETP.

The Alternative School program will be financed through regular educational funding within the next two years. In this year, YETP funds are being used to pay the percentage of operating costs over and above the state aid received because of increased attendance. It is anticipated that in FY 1979, YETP will pay only for the lapse time while classroom attendance builds up to full enrollment or the break-even point for each class/teacher situation.

It would appear that the desire to maximize average daily attendance in order to get more state aid would be a major incentive to interest schools in participating in a program that encourages dropouts to return and potential dropouts to stay in school. The issue is much more complex in that school funding formulas require local dollars to match state funds. In some cases communities do not have the resources to pay for expanded education programs. Furthermore, small, relatively poor school districts are reluctant to institute new programs with federal or other funds unless they feel confident that the additional services can be maintained over a period of time without creating an undue burden on their tax dollars. They do not want to build up expectations and get people used to services which cannot be absorbed into local budgets. Because of YEDPA's original one-year authorization, the long-term funding issue remains and is of concern especially to smaller, conservative towns. One RIC passed a resolution that no program would continue past federal funding.

The other side of the coin is that YETP money has been used to finance needed programs and serve youth such as dropouts who could not be served under existing education resources. The program developed is limited by the insufficient staff that can be supported by program dollars. At the time of the visit, three Title VI funded counselors worked on the Title I and SPEDY programs. They could not reasonably be expected to perform all of the required functions under YETP as well. No other in-school staff was available. An application for an Exemplary In-School grant was submitted in an attempt to get funding for year-round staff to work with youth.

Lastly, an important issue to school administrators, particularly in northern Minnesota, is that it is difficult to justify building up a new, and to some extent "nonessential" program while basic services and staff are being cut back. In Region I, it was therefore convenient to add staff and resources at the RIC rather than the local school district level.

Community Attitudes

BOS Minnesota encompasses, for the most part, small towns where everybody knows everybody else. "Problem youth" and "problem families" are known to the community, so a program geared to work with these populations can easily become negatively labelled.

The Austin Alternative School program is actually a small program option with the school. The concept of a separate program for such youth with special needs met with substantial opposition by the school board and teachers. Teachers felt threatened and the school board was worried about drawing youngsters out of the regular school program as well as reluctant to face financing such a program in the future. Nevertheless, the Board was faced with a relatively high school dropout rate compared with the rest of the state, and declining enrollments.

The Vocational Education Director for the Austin Public Schools can be credited with bringing about changed attitudes in Austin by working with the school board and staff to assuage their fears. At first, the school board established an Alternative School Committee to study the proposal. The Board finally decided to go with a program to serve 15 youngsters who had been out of school at least 90 days.

Those teachers who had voiced greatest opposition to the program were included in the committee to select youth for the program. Three full-time staff people work with the 15 youth in the program. The program was small enough not to be highly visible, yet word got out among staff and students that the program was not easy. Parents and teachers have been happy with changes in the behavior and attitudes of the students.

Next year, the program will be included in the School Board program, receiving greatly reduced support by CETA. In addition, the 90-day dropout period will be shortened and an evening option included.

In Region I, staff indicated a problem of developing work sites for youth who have a bad reputation in their communities. Lack of transportation and long distances between communities contribute to the problem.

Institutional Change

The governmental structure and the long experience of various sectors of the community working together provided a fertile environment for collaboration in responding to the challenges of YEDPA. One person interviewed in Region I suggested there was no problem in working together because there was mutual trust in the quality and reliability of programs being operated and a shared faith in the competence of the public officials in their communities.

In Region X, the same cooperative spirit was evident. Unlike in the north, where schools and community service agencies have, over the years, been forced to work together because of scarcity of resources, geographic and other considerations of scale, the southeast has had more opportunity to develop separate education and employment and training systems. One individual who has worked in the vocational education system for years had never worked with individuals he has met as a result of YETP. He made the point that now that he has gotten to know kindred souls working in related but, up to now, separate areas. He will continue to work with them whether YETP continues or not. He summed it up by saying "Institutions don't collaborate, people do."

The CETA Director was confident that significant change would be taking place within schools and in the relationship between CETA and schools because of the fair and open process of communication and working together that was started as part of YEDPA implementation. He gives credit to the State Education agency Youth Employment Education Unit for playing an important facilitative role.

4. Negligible Impacts: The Fairfax County, Virginia, YETP Program

Background

The economic situation in Fairfax County is good. The unemployed rate is approximately 3.5%. Housing construction is expanding. Major corporate headquarters are increasingly being established in the County. High level jobs are available to those with skills. The County population is predominately white. There is a growing black population and a significant number of Vietnamese. Most of the working population in the County is employed in the District of Columbia and the public transportation system is designed for commuting to and from the District. Travel within the County via public transport is difficult.

The Title I CETA program has sponsored a large English language program for the foreignborn which is operated by the Arlington School District at their Northern Virginia Training Center. In addition, CETA contracts with the Fairfax County School System are to operate a skill training program, primarily for those over 18 years old, at Fort Belvoir. The Army provides the facilities. Remedial education is provided as needed in this program.

Since NYC days, the Fairfax County Schools have operated an in-school work experience program and a summer youth program. Both programs provide jobs within the school system, mostly in maintenance, food and clerical services. The program has not changed much since it was started in 1965. The program is aimed at low income youth who need money to stay in school. Since the number of CETA youth within any junior or senior high school is low, numbers of youth in work sites is low and supervision and personal attention is good. The prime sponsor's assessment of the program is that it perpetuates race and sex bias in work-site placements and that not enough job skills are developed, but that the program is honestly run and the participants have real jobs and good work experience.

The Fairfax County School System operates comprehensive high schools in which both academic and vocational curricula are available. Each school has at least several vocational programs such as automotive repair and cosmetology; four schools have special programs which are available to youth from other schools.

Each high school has several cooperative programs which combine classroom work and work experience. Students on these programs get credit for their work experience. A rather unique program is offered at a construction site where youth are given academic courses by certified teachers at the work site. An evening apprenticeship program in the building trades is available to adults. This program is sometimes used as an alternative to daytime programs for in-school youth who are under 18 years of age.

A Career Education law was passed in the state legislature requiring each student to have a skill when he or she graduates. There is also a requirement that placement services must be available within each high school. Since about 70% of high school students in Fairfax County go on to college, job placement and development of vocational skills have not been given high priority. The Career Education emphasis does seem to be making an impact on academic curricula, counseling and guidance programs. There appears to be a genuine interest in infusing the educational program for all youth with career awareness.

The CETA director and school officials both indicated that, it was difficult to relate the CETA or YETP in-school program to the school operated vocational, cooperative and career education programs because of the conservative nature of the school system, particularly, the teachers involved in these programs. The CETA program is used to supplement the school offered programs by offering work experience opportunities to those who do not qualify for cooperative programs because they do not meet the prerequisites for these programs. CETA serves predominantly 14-16 year olds who are too young for co-op programs, special education students and slow learners.

Nature of the Prime Sponsor-LEA Agreement

The agreement, signed March 20, 1978, is between Fairfax County and the two school systems within it, represented by the Fairfax County School Board and the City of Falls Church School Board. The agreement specified that the LEA's will provide 56 students (53 in the Fairfax County Schools and three in the City of Falls Church Schools) with work experience at sites within the school systems. The agreement is for the period January 1, 1978 to September 30, 1978 at a level of funding of $61,484; this amount is 25% of the total CETA youth budget of $245,000.

Administration of the program is by the Fairfax County Schools and $11,346 of YETP funds are allocated for the salaries of a program director and one assistant. The budget also specified $5,614 to hire a part-time person to coordinate placement activities. Wages to youth participants account for the remaining $44,524 of the budget.

Services specified in the agreement in addition to work experience include career guidance to assist youth in making more informed occupational decisions, career and job information, work orientation, and supervision at the work sites. Academic credit is to be provided where work experience is applicable to the student's school curriculum. Skill training is specified as an important component of the program and where possible 60% of the youth are to be provided skill training: in the construction trades (15%), automotive repair (10%), data processing (20%), warehouse management (5%), and food service (10%). However, the agreement clarified that the primary objective of the program is "to reinforce positive work habits and job readiness skills to make the transition from school to work a smoother process."

Reaching the CETA-LEA Agreement

The process for reaching the agreement was very straightforward and based almost entirely on the relationships that existed prior to YEDPA. The prime sponsor called Fairfax County Schools and Falls Church Schools to a meeting to discuss the YETP provisions. Falls Church has a separate school system having previously separated from the Fairfax system. Although Falls Church had its own program ideas, by population it would be entitled to only 1 or 2 slots. It was decided that only one CETA-LEA agreement would be signed and that one with Fairfax County. Falls Church would get a minimum of three slots from Fairfax County.

Since the prime sponsor is primarily interested in skill training and programs leading to direct placement in unsubsidized employment and since youth unemployment is not considered a crisis in Fairfax, there was little enthusiasm for expanding the in-school program as operated by the Fairfax County Schools. The prime sponsor, therefore, decided that only 25% of the YETP funds would go to the in-school program.

The prime sponsor requested that the Fairfax School develop a program above and beyond the Title I program which would (1) upgrade opportunities to develop acquisition of lifetime skills; and (2) improved placement services. There was no argument on either side but due to a misunderstanding, neither side wrote up the agreement until the last moment. The prime inserted targets for each of the five new occupational areas developed under the YETP program to encourage the school system to generate worksites.

The general lack of concern for the in-school program is illustrated by the fact that the CETA director was not aware of modifications made to the agreement after the signing. He is also not concerned with the slow rate of implementation because he feels he could better use the money if the school system does not reach the slot levels under the agreement. The CETA director would have liked the school system to come up with something more innovative but felt that there was not enough time and the amount of money was too small to interest the schools. The CETA director felt that he had very little leverage to change the school's program particularly because of the political tension that exists between the County government of which he is a part and the elected school board.

Observations

At the time of the visit, approximately 30 youths were assigned to work sites within the school system. This was considered good progress by the LEA, given the short amount of time available to plan and implement the agreement. Because it was decided at a later time to set up a summer program under the agreement, the number of participants during the academic year was reduced to approximately 40, the remaining slots to go to summer participants.

No counseling, career information, or career planning activities were in operation although it was reported that career development materials were being bought for CETA youth. The coordinator for placement activities had not been hired, but an individual had been identified for the position. It was learned that this person would be responsible for identifying work sites for the in-school program rather than placing program leavers in unsubsidized jobs. It was reported that no participants were receiving academic credit for work experience.

Identifying work sites was considered a challenging task by both the CETA and LEA staff. The CETA Director considered the upgrading of the quality of work experiences to be the most important contribution the YETP program could make to CETA youth programs. The LEA was attempting to open up new opportunities for work experience within the school system, but saw this being done through a slow and steady effort. Students are reportedly placed in work sites only where supervision is based on a personal commitment by the site supervisor, and the process of gaining the cooperation of potential work-site supervisors is slow-moving.

The public transportation system in Fairfax County was cited by all as a severe constraint on creating new work experiences since a youth has to have a car to travel to many work sites. The school system does not seem able to finance travel to and from sites in the absence of public transportation.

Issues and Impacts

In the main, the immediate impact of the YETP funds is to increase the number of students who are receiving subsidized work experience. It is not known whether the work skills and attitudes of the participants are being affected, but it is clear that YETP youth are receiving no special treatment beyond the work experience itself. It is also clear that these YETP youth would not be getting the benefits they do receive in the absence of the 22% set aside for in-school programs.

The YETP funds have not had any noticeable impact on the school system itself, such as in raising the question of special career planning classes for CETA youth or raising for further consideration the criteria for awarding credit for work experience. These questions will probably not arise as long as the more urgent task is to find job sites and youth to be placed in them. Program leadership says they would like to innovate, but in their eyes there is no time or money to do so.

5. Business As Usual:

Los Angeles CETA/School Programs

Background

Four CETA programs serve in-school youth in the city of Los Angeles. Title I provides $5.0 million for some 1200-1300 youth slots in eight skills centers that receive both CETA and Vocational Education Act (VEA) funds. Approximately $2.8 million of this amount goes to students; the rest supports skill training for out-of-school youth. Title I funds also support employment and training services for in-school youth that are provided by other community-based organizations (CBO's). The remaining three programs are under Title III: The summer youth program (SPEDY) which provided 14,500 jobs for youth in 1977 at a cost of $11.7 million, and two programs under the new YEDPA legislation, namely, the Youth Employment and Training Program (YETP) which provided 1800 slots in FY 1978 at a cost of $6.9 million, including $1.5 million which was spent under an agreement with the Los Angeles Unified School District (LAUSD) -- 22 percent of the total --, and the Youth Community Conservation and Improvement Projects Program (YCCIP) which provided 200 slots in FY 1978 at a cost of $1.1 million.

Approximately 20 percent of all Title I funds are targeted on youth and are administered by the CETA Youth Services Office. With the exception of YCCIP, students constitute a substantial proportion of the youth served by these programs. LAUSD has three separate contracts or financial agreements with the Youth Services office - Title I, SPEDY, and YETP. Inasmuch as some students in Los Angeles attend school in another prime sponsor's jurisdiction, i.e., Los Angeles County, the Los Angeles City prime sponsor also has a contract with the LA County school system to provide services to 75 of its students. LAUSD also has a contract with the State Board of Vocational Education, which administers a 5 percent setaside from Title I of CETA.

LAUSD is a large urban school district with approximately 138,000 high school students and some 34-36,000 graduates per year since 1973. As high school enrollments have declined during the last 5 years, the proportion of dropouts has declined also. In 1976, the attrition or dropout rate was 22.9 percent compared to 25.0 percent in 1972.

Almost 8 percent of Los Angeles high school students participate in a school-arranged work experience program. Of the 11,041 who participated in these programs in 1977, 9,488 were involved in cooperative education with private employers, 955 were working for LAUSD and paid out of CETA funds, and 598 were attending continuation school work components. Many other students work during the year, including some who get paid with CETA funds administered through some CBO's.

The school-arranged programs are run by work experience coordinators who are found in every high school. Some work experience coordinators supervise the regular co-op program in the private sector, while others supervise the CETA students working for LAUSD. CETA students working in CBO's are occasionally counseled by the work experience coordinators. Their efforts are supplemented by some 30 work experience advisors who attempt to locate and develop worksites for students, as well as assure that the work experience obtained has educational value. Fourteen of these work experience advisors are assigned to the CETA program, while 16 are assigned to the regular cooperative (private sector) program.

Work experience credit toward graduation is granted only when the work experience is arranged and supervised by school representatives and is satisfactorily performed by the students. Students must be regularly enrolled during the session for which credit is granted, and they must attend related (career oriented) instruction in order to obtain credit. Fifteen hours of related instruction are scheduled during each semester. Vocational work experience enrollees who take training in the same (or a similar) field as their work experience are exempt from the special related instruction class. All YETP clients must take the related instruction class, which includes some career orientation and personal assessment.

Nature of the CETA/LAUSD Agreement and Program Under YETP

The contract between the City of Los Angeles and LAUSD for YETP funds serves as the LEA agreement required by YEDPA. In FY 1978 LAUSD received $1.5 million, an amount equal to 22 percent of the total YETP funds allocated to the city. These funds allow LAUSD to provide career employment experience and auxillary transition services, including occupational testing, training, and career guidance and information. All of the auxillary services must serve students participating in the work experience program.

Officially, the schools and the CETA youth office only had 3 days to do the planning for the CETA/LEA agreement under YETP. The LAUSD work experience office was notified by the superintendent that the district would get 22 percent of the YETP funds going to Los Angeles, and a proposal had to be developed right away. Though the work experience office was notified late in the game, the school district headquarters kept itself informed during the process of developing the regulations by telephoning ETA's Office of Youth Programs as well as education lobby groups in Washington, D.C. Unfortunately, headquarters staff did little to relay this information to the work experience unit that ultimately had to prepare the YETP proposal to CETA.

Aside from some last minute input from the Archdiosis (parochial schools), CBO's made little contribution to the planning process. Similarly the Youth Council, which is a subcommittee of the Manpower Planning Council, did meet to consider YETP, but they did not have enough time to make any substantive input. However, it should be noted that the Youth Council, which was formed under SPEDY and augmented under YETP, has been one of the most active committees of the Planning Council. In fact, it continued to meet even while the Planning Council was without a chairperson.

Given the short time frame to develop a proposal, it was fortunate that LAUSD had had long experience with MDTA and CETA, being virtually the only school district that the city had to deal with. The NYC program had operated in the schools for 13 years, and there were already Title I and SPEDY contracts between CETA and LAUSD. With this background and short time for planning, it is no wonder that what LAUSD proposed to do with YETP funds was quite similar to what it was doing with Title I and SPEDY funds.

The only planning problem experienced by the schools, aside from the short planning period, was the fact that the minimum wage was increased to $2.65/hour, making it necessary to reduce the expected number of participants. Planning problems experienced by the CETA youth office were that: (1) there was uncertainty about the interpretation of new regulations, making it necessary to avoid the regional office and contact Washington directly, and (2) there was no time to get appropriate input from CBO's, the Youth Council, or even the City Council. Perfunctory approval was given because there was nothing else that could be done.

Program Observations

Both the CETA youth office and the work experience staff of LAUSD saw YEDPA as an opportunity to expand work experience programs that were already in place for in-school and out-of-school youth. Despite the fact that some 2500 more youth could be served with the additional $6.9 million, both organizations felt it was a "drop in the bucket" and that much more money was needed to address adequately the youth employment problem.

Not much attention was paid by either organization to the quality or career relatedness of work experience under YEDPA, despite the law's intent to address this. There were several reasons. Both the CETA and school people were frustrated at not having sufficient time for planning. The school's work experience staff hardly knew what was in YEDPA, other than it was a separate line item in the budget, and the CETA youth programs staff felt so overworked and understaffed that they did not have the time to do serious programming with the schools. CETA staff were particularly irritated with the increasing number of CETA programs that required additional paperwork (to get grants) but with insufficient increase in staff. The CETA people felt that it was politically impossible to withhold the 22 percent setaside from the schools; the quality arguments (for withholding the school funds) just would not wash with either the City Council or the Mayor. Further weakening the CETA hand was the fact that for all practical purposes there was only one school district to deal with; hence, the possibility of having several school districts compete for scarce YEDPA funds was not an option. For the above reasons, then, the CETA/LEA agreement was more a compliance than a planning document. YEDPA during its first year had little impact on the quality of the work experience. Spending the money was the primary goal.

Traditional school policy for awarding academic credit was another important reason for the rather humdrum type of work experience offered. "Seat time" or attendance is the primary criterion for getting credit toward graduation, whether the student is in the classroom or in a work setting. Students in the work experience program get credit for reporting to work, regardless of the type of work. Co-op students in private industry may obtain credit for working in McDonald's (fast food service) or in a bank, and students paid with CETA funds can get credit for sweeping floors on LAUSD property. There is no requirement that work experience must be related to the academic program, nor that competencies derived from work experience must be submitted to a test for the purpose of obtaining credit. Thus far, YEDPA has not affected these practices, other than to require that students paid with YEDPA funds obtain at least 15 hours of (career-oriented) related instruction.

Academic credit is one area targeted for attention in the next fiscal year, according to the local CETA Youth staff. CETA wants the schools to explore new ways of providing academic credit for competencies derived from work experience and to be more selective about the kinds of work for which credit will be given. Furthermore, the CETA staff is interested in having the CBO's work with the schools to provide academic credit for work experience obtained by both students and out-of-school youth.

Fortunately, the schools already have in place a procedure called "individual study" which could be utilized more to help students obtain credit for work experience. The student under this program can develop his or her own work experience program, including self-employment, and convince a teacher and career advisor that he or she has learned something worthy of academic credit. The teacher helps the student organize this experience and provides the needed academic supervision. The career advisor would be the school's liaison with the student's employer.

In addition to expanding participation in individual study, the provision of academic credit for competencies derived from work experience would be facilitated by some revisions in California State law. The present law stipulates that credit can be provided only to enrolled students by a certified teacher. Out-of-school youth cannot get school credit for work experience. The establishment (in law) of some alternative credentialing procedure to allow students and non-students alike to get school credit for competencies they can demonstrate, wherever they were derived, would be desirable from the standpoint of implementing the academic credit provisions of YEDPA.

Despite the rather poor quality of the work experience offered to many of the students and the fact that academic credit practices have not been changed to improve this, CETA school relations are perceived to be positive. During the early years of CETA, school personnel, who were irritated at having less influence than they did under MDTA, participated much less in CETA than they do now. Prior to 1976, only one CETA employee was assigned to school programs. Today, CETA has 3 contracts with LAUSD (Title I, SPEDY, and YETP) and some 6-7 professional staff to administer the in-school program.

Both CETA and LAUSD would be delighted to expand these programs and provide more jobs to youth. However, both groups believe that the passage of Proposition 13 to limit property taxes will frustrate any attempt to expand because of the inability to obtain sufficient personnel for supervision.

One CETA administrative practice that may contribute to the isolation of the schools from the rest of the community is the requirement not to permit a contractor to subcontract. Schools must spend their CETA funds on students and school personnel directly. Students paid out of CETA funds are considered as employees of LAUSD and work under the supervision of LAUSD staff. They cannot contract out certain services and youth jobs to community-based organizations (CBO'S) in the non-profit sector, and for insurance purposes, by decree of the superintendent's office, they cannot even place students in worksites other than those under the aegis of LAUSD. The rationale for this is to avoid lawsuits that may result from student accidents or behavior while working on the (CETA-subsidized) LAUSD payroll.

Two other factors which limit the capability of the schools to find jobs for CETA-eligible youth are busing and the distribution of CETA slots into 6 labor market areas. Because of the time lost in getting bussed to and from school, many eligible students cannot get back to their home neighborhood in time to participate in school-arranged work experience that normally takes place in the afternoon. Nor can these bussed students work in the neighborhood of their schools because of a City Council ordinance requiring CETA slots to be allocated only to those individuals who work in the same labor market area where they reside. Even if such an ordinance were not in effect, bussed students would still face the problem of how to get home if they worked in the afternoon.

To get out of this dilemma, school personnel suggested (a) abandoning the requirement to work in the same labor market area where one resides, (b) extending the school day to permit work experience in the morning as well as in the afternoon, which, in turn, would enable work experience students to take their academic classes in the afternoon, (c) providing transportation funds to bussed work experience students so that they could get to and from work, or (d) providing more flexible bus schedules to pick up students at different times. CETA youth office personnel were not terribly optimistic or supportive about changing the labor market area requirements or providing extra funds for student transportation.

The allocation of slots by labor market area presents yet another problem for planning, namely, the provision of jobs to youths that need them the most, particularly during the summer. Some areas like Watts are continually oversubscribed with many more youths seeking jobs than the number available through CETA. Other areas like the San Fernando Valley have to scout around for eligible youth to fill the slots that have been allocated. Occasionally, unused slots will be returned to the CETA office for redistribution, but by the time this happens, employers have already made their summer hiring decisions and cannot take on more people. Because of the political advantages accruing to City Councilmen (e.g., showing constituents their ability to get Federally subsidized jobs for the district) it is unlikely that the allocation of slots by labor market area will be discontinued.

Issues and Impacts

In Los Angeles, YEDPA has not had much impact on the schools, other than to expand the kinds of CETA-supported work experience programs that were already in place and to provide more follow-up and jobs for 12th graders. The schools freely admitted this but indicated they had no time for planning and little information about YEDPA itself. Moreover, they felt program quality would have been improved if there were more dollars for supportive services and supervision of students engaged in work experience. School personnel indicated that they would do better planning and supervision if there were less Federal paperwork and administrative requirements. Two suggestions to cut down on these were to (a) write two-year (rather than one-year) contracts with CETA, and (b) allow all students to be eligible for CETA-supported work experience. In addition to lessening the time and effort spent in recruitment or intake, eliminating the economic criterion for eligibility would remove any stigma from participating in the program while probably not changing in any significant way the types of students currently served. Also, school personnel felt that all students, regardless of their family income, could benefit from work experience. Moreover, they felt that 9th and 10th graders should become more involved in work experience programs, inasmuch as these may be instrumental in preventing dropouts.

The major impact of YEDPA on the CETA organization itself was to increase their workload and staff. The Youth staff vigorously disagreed with separate categorical programs under CETA and saw no reason why YEDPA should not be consolidated under Title I employment and training programs. Consolidation, they felt would decrease paperwork and hence free them to work more closely with the schools in developing programs.

Both the CETA prime sponsor and the schools felt their problems could be solved by more money and staff. CETA personnel wanted more Federal dollars to provide their own technical assistance to schools and CBO's. Despite their favorable impression of the DOL/HEW regional workshops on YEDPA, they were not terribly excited about the prospects of getting more technical assistance from the Federal Government. They did, however, feel the need to do more traveling to conferences and demonstration sites and desired funds that would support such travel.

Neither administrative nor community participation arrangements were influenced much by YEDPA. CETA's linkages with the schools were well established prior to YEDPA and a youth subcommittee of the Planning Council was already functioning before the requirement under YEDPA to establish a Youth Council.

In summary, other than providing more money and jobs, YEDPA was not viewed as a new opportunity by either the CETA or school personnel. There was little effort or desire to be innovative with respect to creating quality career-type work experience with academic credit, nor were there any concerted efforts to improve management of the program by involving other teachers or volunteers. A variety of reasons were offered why things couldn't be any different--that the "system" just would not permit new structures, that there was too much red tape, and that other institutions would not respond. In short, CETA and school staff seemed comfortable with the current arrangements. Doing anything different just did not seem to be worth their effort.

EDUCATIONAL GOVERNANCE
AND
YOUTH EMPLOYMENT ISSUES

by

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INTRODUCTION

Education is one obvious and pervasive function of government. However, the provisions under which education is governed are less obvious. A broad, general mapping of the structure of educational governance is offered with the hope that it may be particularly useful to those who need or want to interact with educators or education. The specific governance structures described include various state and local governing bodies, for example: the State Board of Education, the Chief State School Officer, the local school district Board of Education and the Commission on Higher Education.

As a preliminary to a description of the different governance structures, we will outline the types of educational decisions that are made by the different levels in these structures. This will be followed up through an example showing the process of policy formation at the state level which leads to implementation at the local level. It is hoped that in this way we will assist people in understanding the decision-making process and access points in the education structure.

Section I of this report, the mapping of educational governance structures, focuses primarily on state and local levels and on public education at the elementary and secondary school levels. The federal role is not and cannot be ignored; in the mapping it is accepted as a powerful and legitimate influence on educational decision-making at both state and local levels. The governance of higher education is also described, but in less detail than for the elementary-secondary level.

The principal levels of educational decision-making in a state are:

- State Board of Education
- Chief State School Officer, and
- Local School Board

Their broad areas of responsibility are the following:

- State Boards of Education are the policymaking and planning oversight bodies for the state school program. They have broad policy formulation authority, can determine administrative level policies and adopt such rules and regulations as are necessary to carry out the responsibilities assigned to them by the constitution and statutes of the state. They exercise general supervision over the schools and are commonly required to recommend the governor and legislature the financial needs of the public schools and the state education agency. The areas in which they have responsibility in the schools include:

    1. foundation aid programs,
    2. certification of professional personnel,

3. school standards and curriculm, including minimum competency and graduation standards,
4. district organization and reorganization,
5. building and sites,
6. federal assistance programs,
7. transportation of pupils,
8. vocational education, and
9. vocational rehabilititation.

State board members are either elected or appointed by the governor to their position. They are lay persons who serve on the Board on a voluntary basis. In 41 states the State Board of Education functions as the State Board of Vocational Education.

- Chief State School Officers are the chief administrative officers of the public education system of the states. In 18 states they are elected constitutional officers of the state, in 27 states they are appointed by the State Board of Education and in 5 states they are appointed by the Governor. Where he/she is elected, they serve as the chief executive officer of the Board. The chief state school officer is responsible for carrying out the policies of the Board or seeing that they are executed by division heads of the State Department of Education. They have general supervision over and management of all public school funds provided by state and federal governments. They organize staff and administer a State Department of Education with the divisions and departments that are necessary to render the maximum service to public education in the state. The title of this position may be one of the following: Chief State School Officer, State Superintendent of Education, or Commissioner of Education.

Local School Boards are the governing body of a school district. They operate within the legal framework of the State constitution, and statutes, and state board and state department of education policies and rules and regulations. They operate and control the local school district within those restrictions. In carrying out their responsibilities they may: 1) employ a superintendent of schools who executes and administers board policies; 2) prescribe standards of conduct and scholastic achievement; 3) employ teachers; 4) establish school tax levies where authorized by law; and 5) adopt policies for the overall efficient operation of the school district. Local board members, like state board members, are lay persons. At the local level, however, they are always elected to their positions.

In addition to questions regarding the responsibilities of state boards of education, a question is sometimes raised as to whether the different governance structures impact the policy influence of a state board. This is of particular interest in the two cases: (i) where the state board of education and the chief state school officer are both elected; and (ii) where the state board of education is appointed by the governor and in turn appoints the chief state school officer.

Only two studies have attempted to examine this area, Sroufe in his 1967 study titled, "State Board Members and Education Policy" and the 1973-74 study of Roald Campbell and Tim Mazzoni, Jr., "State Policy Making for the Public Schools: a Comparative Analysis."

The Sroufe study found some evidence, although not statistically significant, that state boards who had the power to hire and fire a chief state school officer appeared to be more influential. The Campbell and Mazzoni ten state study provided statistically significant findings on a range of factors which demonstrated that those boards which had the power to hire and fire the chief were more influential. Their study was not able to demonstrate any statistically significant findings as to the greater influence of a state board, regardless of how they were selected. Therefore, the more influential boards are the ones which:

- select their chief
- have broad legal authority
- emphasize non-routine items on their board agendas (emphasize policy, legislative, goal and priority setting).

On the basis of NASBE's experience, we can not see any differences between state boards which are elected or appointed. We do see significant differences based upon the board's authority over the chief state school officer. There are many instances where an elected chief and the state board work well together. In these instances, each side has had to work at and develop mutual respect. Unfortunately, there have been several cases where the elected chief and the board have simply not gotten along. In these instances, the policy process virtually stopped.

We will take the example of a state policy in the area of high school graduation requirements to describe the roles and responsibilities of state and local agencies and organizations in the development and implementation of this policy. At the state level two bodies can set policy regarding high school graduation requirements - the legislature and the state board of education. (See following chart.) The state legislature may require that certain subjects such as state history and pysical education be included or that certain units of instruction in such areas as alcoholism, smoking or economic education be included. Most often this comes about because of the influence of single interest constituency groups. High school graduation requirements established by state boards nearly always specify the minimum number of courses or units of instruction in which are required. These units are divided into core units such as english, mathematics and physical education, and elective units. The particular definition of a unit is specified in the State Board of Education policy, e.g., number of hours of classroom instruction. At least this minimum number of units of instruction must be offered by local schools in order to receive their state apportionment of funds.

After the minimum standards are set by the State Board, the State Education Agency develops clarifying statements or rules to accompany the Board policy. These statements or rules outline reporting requirements, specify the state's approval process and specify the basis, if any, for exceptions to the Board's policy.

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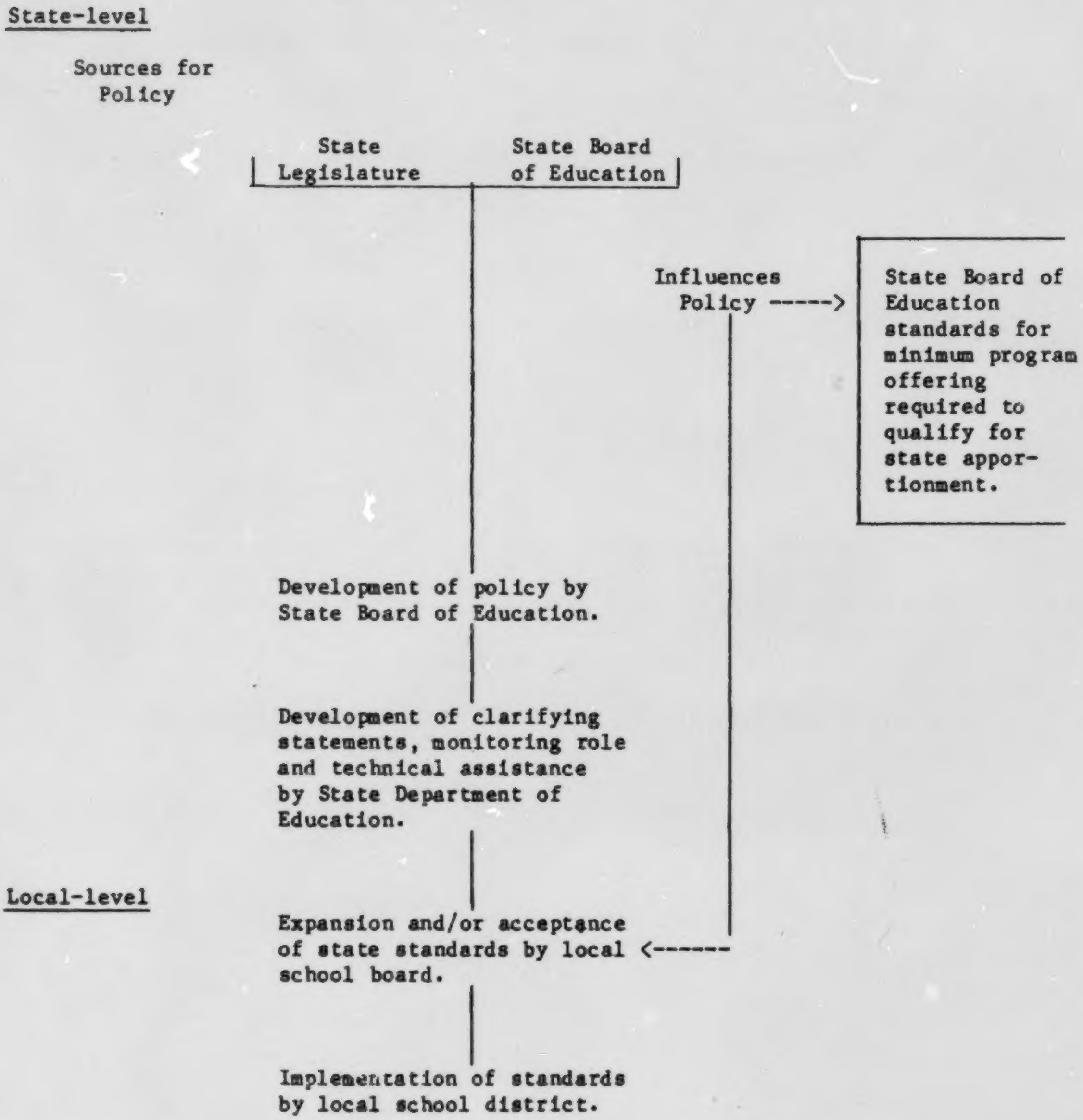
DEVELOPMENT AND IMPLEMENTATION OF STATE POLICY ON HIGH SCHOOL GRADUATION REQUIREMENTS



State-level

Sources for Policy

State Legislature

State Board of Education

Influences Policy ----->

State Board of Education standards for minimum program offering required to qualify for state apportionment.

Development of policy by State Board of Education.

Development of clarifying statements, monitoring role and technical assistance by State Department of Education.

Local-level

Expansion and/or acceptance of state standards by local school board. <------

Implementation of standards by local school district.

The agency also provides technical assistance to schools in areas related to the policy.

The established minimum course offerings and the minimum graduation requirements set by the state board must be implemented by the local school board. However, a local board is free to go beyond these requirements in specifying additional units for high school graduation, and usually does. The local standards for graduation, which incorporate and usually expand on state standards, are implemented by all the high schools within the school district boundaries.

Each individual high school within the school district boundaries has a variety of options they may offer to students working to meet the high school graduation credit requirements. The individual building principal may or may not have discretion to approve these options depending upon local board policy. Credit may be gained in the following ways:

- student may stay enrolled in one school until he/she graduates;
- student may transfer credits from another school;
- student may obtain credit from a community college, university or vocational/technical center through an agreement with the high school;

- from any program offered through an intermediate service unit (ISU) cooperative*;
- from correspondence causes approved by the high school;
- through summer school causes;
- through work experience programs approved by the high school;
- through independent study approved by the high school;

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* Intermediate service unit (ISU) has a variety of roles and functions. These may differ from state to state but in most states their purpose is to serve the school districts in whatever way the districts determine. Services, technical assistance, coordination or program administration/operation are determined through an agreement between the school districts, board, and the ISU. The ISUs have no authority to establish additional graduation requirements but they could offer to coordinate a program in several school districts which would meet the standards.

Not all states have ISUs. They have emerged over the last 10 years and have largely replaced the county superintendent. However, some states do still have a county superintendent. Individuals should consult state statutes to determine the role, if any, of the county superintendent in their state.

In addition to the formal governance structure, policy is influenced by public interest groups and community groups. At the state-level, the state board and the legislature are influenced by the following groups:

- teacher, parent, administrator, school board associations;
- subject matter interest groups;
- single interest groups;
- labor and business groups; and
- ethnic and minority groups.

At the local level, local school boards are influenced by all of the local affiliates of the above groups and a variety of local community groups. The role of these groups is described more fully in Part 1 of this report.

FEDERAL-STATE-LOCAL RELATIONSHIPS

Education in the United states is a prime example of the working of Grodzin's "marble cake" federalism in which all three levels of government provide legitimate and necessary contributions. Education is a state function, since it is not one of the powers specifically assigned to the federal government in the U.S. Constitution. That document contains no mention of education or schools. Historically, however, the federal government has considered education to be of national importance, and an abundance of legislation affecting education has been passed to enhance the "general welfare" or to assure the "common defense" of the nation.

Yet education remains essentially a state responsibility, even with increasing number of federally-funded categorical programs which are implemented through the states' governance structures. Outside of these federally-funded programs:

> "...the legal basis of the state's primacy in educational decision making is no longer seriously challenged; state governmental structures have almost total authority. Five structures can be identified as potential wielders of power in setting policy for schools: the governor's office; the state legislature; the state education agency; the state board of education and the local school board."[1]

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[1] Russell W. Meyers, "Educational Governance," The Imperative of Leadership I, (National Association of State Boards of Education, 1975), p. 7.

The process used to develop educational policy probably do not differ from other governmental functions so far as the roles of the Governor and the state legislature are concerned. However, education is unique in several ways:

1. There is a separate system of governance and administration which is concerned only with education, and
2. Elementary and secondary education as a state responsibility is delivered through a decentralized system of local school districts, each with its own governing board.

It is this separate state educational governance structure which is mapped first.

STATE STRUCTURES: ELEMENTARY AND SECONDARY EDUCATION

The American federal system has not produced uniformity among the states, nor was this its intent. A quick look at the educational governance structures of the 50 states attests to this diversity.

Ten different categories of state educational governance structures can be identified. However, three of these ten categories apply to nearly three-fourths of the states. These structural "models" reflect variations in answers to two related questions:

1. How are the Chief State School Officer (CSSO) and the State Board of Education (SBE) members selected?
2. What are the structural relationships between the Governor, the SBE, and the CSSO?

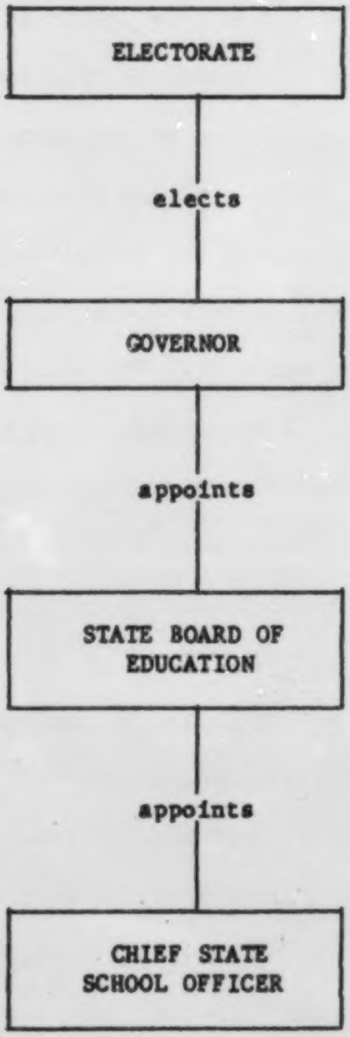
Model I (15 states). The first model to be examined suggests an influential role for the Governor and basic responsibility of the State Board of Education (SBE) for educational governance (see Figure 1). Education is one of the many governmental functions for which the Governor, as chief executive officer of the state, is responsible. However, in reality the Governor's direct role tends to be limited to the initial appointment of SBE members who become the primary authority within the state's educational governance structure. Note the "within the educational governance" modifier. The legislature retains broad responsibility for setting all state policy, including education. The SBE functions as the primary authority within the legislature limits, but the SBE along with others, "interacts" with the legislative as the legislature establishes these limits.

The Governor's ability to influence educational policy through the appointment process tends to be limited by two factors: (a) SBE members generally are appointed for overlapping terms so that the Governor appoints a minority of the board at any one time, and (b) SBE members' terms are generally longer than that of the Governor who appoints them. Of the 15 states that operate under Model I, only Minnesota and Rhode Island SBE members serve less than five years. Five states provide five-year terms, five have six-year terms, one has an eight-year term, and in two others SBE members are appointed for nine-years.

Model I is interesting in that it recognizes education as a governmental function and provides the Governor with a significant, through limited role in the process. At the same time it provdes a logical set

FIGURE 1

MODEL I: GOVERNOR-STATE BOARD OF EDUCATION (SBE)


ELECTORATE
elects
GOVERNOR
appoints
STATE BOARD OF EDUCATION
appoints
CHIEF STATE SCHOOL OFFICER

STATES:
- Alaska
- Arkansas**
- Connecticut
- Delaware
- Illinois
- Iowa
- Maryland
- Massachusetts*
- Minnesota***
- Missouri
- New Hampshire
- Rhode Island
- South Dakota****
- Vermont
- West Virginia

*also has a Secretary of Education
**with approval by the Governor
***with approval by the Governor and Senate
****with approval by the Secretary of Education

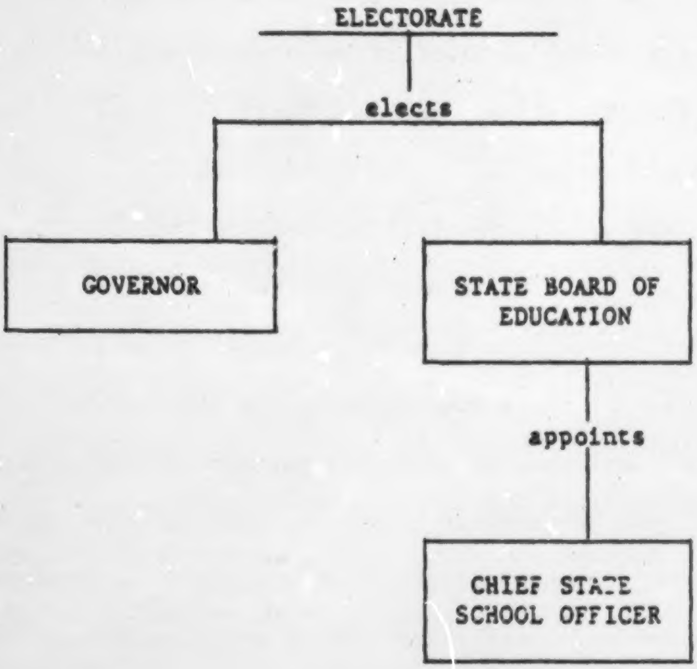
of relationships within the specific governance structure. The SBE, appointed by the Governor, becomes the primary authority in educational policy. The SBE also appoints the Chief State School Officer (CSSO) to administer both that policy and the State Education Agency (SEA), the administrative apparatus of educational governance. In most Model I states the CSSO serves at the pleasure of the State Board, and this re-emphasizes both the SBEs primary responsibility for education and the relationship between policy-making and administration.

Model II (11 states). The Model II SBE-CSSO relationship is the same as in Model I, i.e., the State Board appoints the Chief, but Model II minimizes the Governor's role in the formal structure (see Figure 2). In this model, State Board members are elected—instead of appointed by the Governor--usually through a partisan election, although four states provide for non-partisan elections. Of the 11 states which operate under Model II, SBE members in six states serve for four years; in four states they serve for six years; and in one, the elected term is eight years. In all but one of these states (Texas) the CSSO serves at the pleasure of the Board rather than for a specified term.

Model II suggests a more populist approach to educational governance than does Model I, though both clearly establish separate governance structures for education. The elected board procedures in Model II indicate a more direct role for the electorate and a greater politicization of the educational decision-making process than is found in Model I.

FIGURE 2

MODEL II: ELECTED STATE BOARD--SBE APPOINTED CSSO


ELECTORATE
elects
GOVERNOR
STATE BOARD OF EDUCATION
appoints
CHIEF STATE SCHOOL OFFICER

STATES:
- Alabama
- Colorado
- Hawaii
- Kansas
- Michigan
- Nebraska
- Nevada
- New Mexico*
- Ohio
- Texas
- Utah

* Also has a Secretary of Education

Model III (12 states). Model III is a substantial departure from the formal SBE-CSSO superior/subordinate relationship assumed under the two previous models (see Figure 3). In Model III, the CSSO is elected, usually by partisan ballot, and almost always for a four-year term. On the other hand, the elected Governor appoints SBE members, most often to staggered terms of five years or longer.

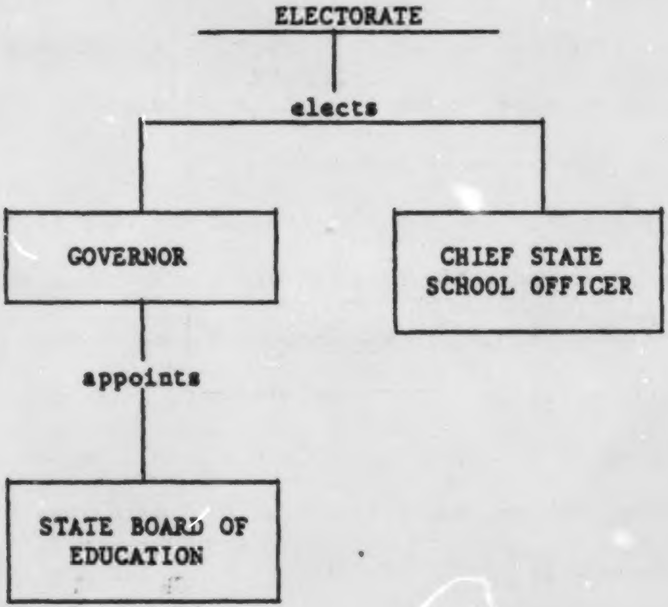
Thus, at any one time it is not unusual in at least eight of the states operating under Model III to have both the Governor and the CSSO elected for terms of equal length and both with some formal, legal responsibility for education. They must also work with an SBE to which the majority of members was appointed by a previous Governor (or Governors). On the surface, Model III seems to negate the SBE-CSSO superior/subordinate relationship and to establish two distinct and legitimate sources of educational leadership in the state--the elected CSSO and the appointed SBE.

Model IV (5 states). Thirty-seven of the 50 states have educational governance structures represented by one of the three previous models. Two other closely-related models need to be examined briefly because they illustrate a relatively recent development in education, as yet too slight to be called a trend.

Model IV emphasizes the Governor's role by bestowing on that office the power to appoint both the SBE members and the CSSO (see Figure 4). In three of the five states, the CSSO serves at the pleasure of the Governor, but in two (New Jersey and Pennsylvania) the CSSO's term is longer than the Governor's. In four of the five states, the SBE members

FIGURE 3

MODEL III: ELECTED SBE - ELECTED CSSO

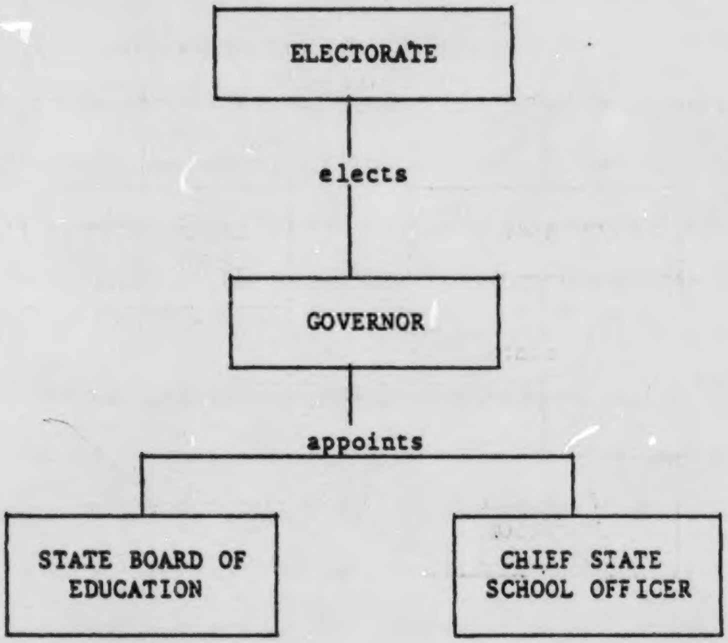

ELECTORATE
elects
GOVERNOR
CHIEF STATE SCHOOL OFFICER
appoints
STATE BOARD OF EDUCATION

12 STATES:

- Arizona
- California
- Georgia
- Idaho
- Indiana
- Kentucky
- Montana
- North Carolina
- North Dakota
- Oklahoma
- Oregon
- Wyoming

FIGURE 4

MODEL IV (5 states): GOVERNOR APPOINTED SBE AND CSSO


ELECTORATE
elects
GOVERNOR
appoints
STATE BOARD OF EDUCATION
CHIEF STATE SCHOOL OFFICER

STATES:
- Maine
- New Jersey
- Pennsylvania*
- Tennessee
- Virginia*

* Also has a Secretary of Education

are appointed for terms of five years or longer. Extended terms for SBE members and the CSSO seriously limit what, at first glance, would appear to be considerable gubernatorial influence on educational governance.

Other Models. The Campbell and Mazzoni study[2] suggested an alternative structure called the "Basic Centralized Model" in which the CSSO would be a member of the Governor's cabinet and would serve at the pleasure of the Governor. There would no SBE. At present, no state is structured on this model although Wisconsin has no State Board but does have an elected Chief.

In Models I-III, several states (Massachusetts, New Mexico, and South Dakota) were identified as having a Secretary of Education as well as a CSSO and an SBE. Pennsylvania and Virgina, Model IV states, also have a Secretary of Education who serves as a cabinet-level official under the Governor. Together, these five states are differing examples of what Campbell and Mazzoni identified as the "Secretary of Education Aproach"[3] to educational governance, which is illustrated in Model IVA (see Figure 5).

This Model does not represent precisely any one of the five states. The roles of the CSSO and the Secretary vary depending on the state. In some the Secretary has primarily a coordinating role, with the CSSO appointed by the SBE. In several others, the Secretary has a more

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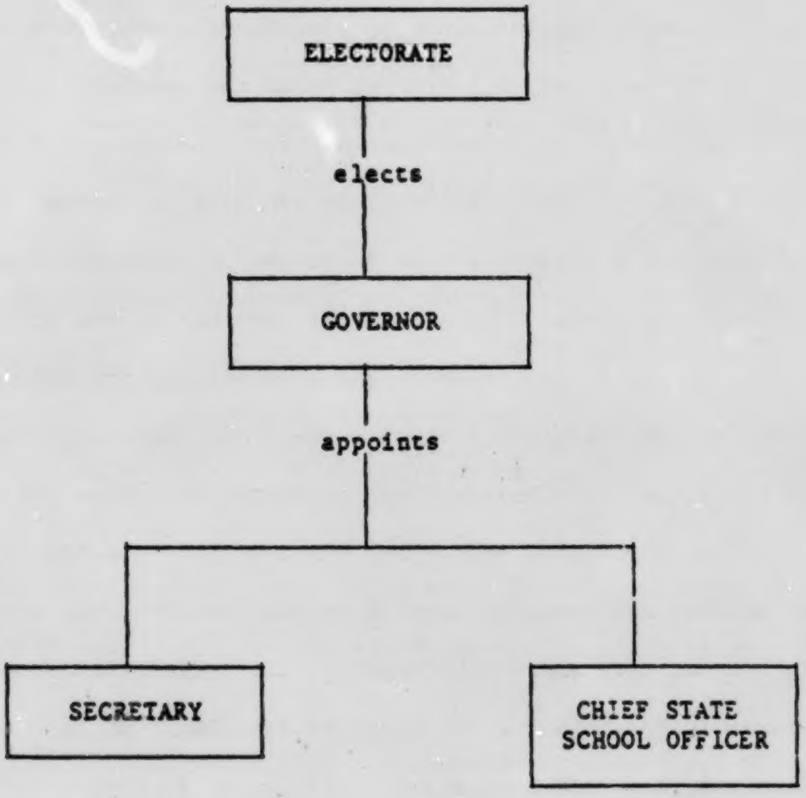
[2] Roald F. Campbell and Tim L. Mazzoni, Jr., State Policy Making for the Public Schools. (Berkeley: McCutchen, 1976.)
[3] Ibid, p. 324.

FIGURE 5

MODEL IVA: SECRETARY OF EDUCATION


ELECTORATE
elects
GOVERNOR
appoints
SECRETARY
CHIEF STATE SCHOOL OFFICER

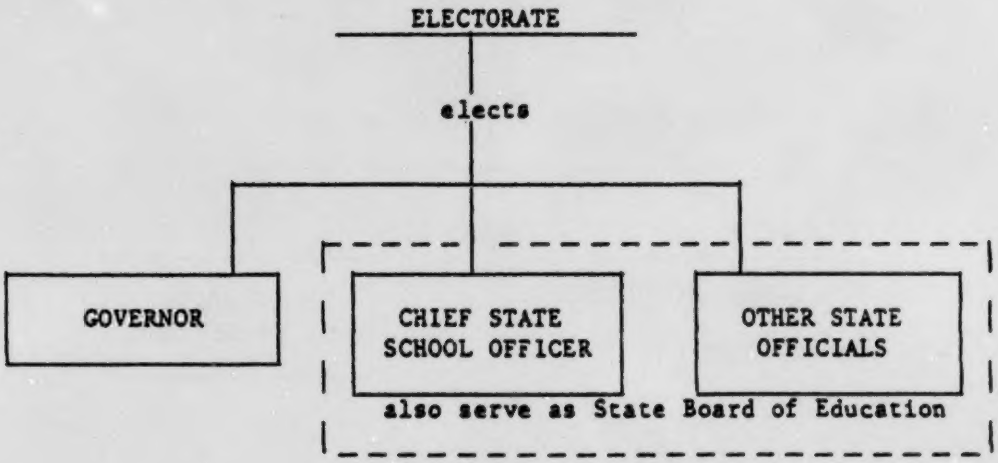
authoritative role, with the CSSO and the Board somewhat subordinate in authority.

At present, the role of the Governor, acting through the Secretary of Education, remains unclear. Where attempts have been made to centralize gubernatorial influence in educational governance, the SBE has nonetheless been retained, and thus at least the semblance of an educational governance structure distinct from the general state governance structure. More time will be required to assess accurately the results of the emergence of the Secretary of Education model.

The remaining states (7) do not fall into any of the above categories. In two states (Florida and Mississippi) the SBE is composed of certain elected officials including the CSSO. Wisconsin has no State Board of Education for elementary and secondary education but does have a state board for vocational education. In Louisiana the SBE is composed of eight elected and three Governor-appointed members, and the CSSO is elected. In New York and South Carolina, the legislature appoints the SBE members; in New York the SBE appoints the CSSO, but in South Carolina, the CSSO is elected. Washington is unique in that the SBE is elected by the local school district boards of education, but the CSSO is elected at-large.

FIGURE 6

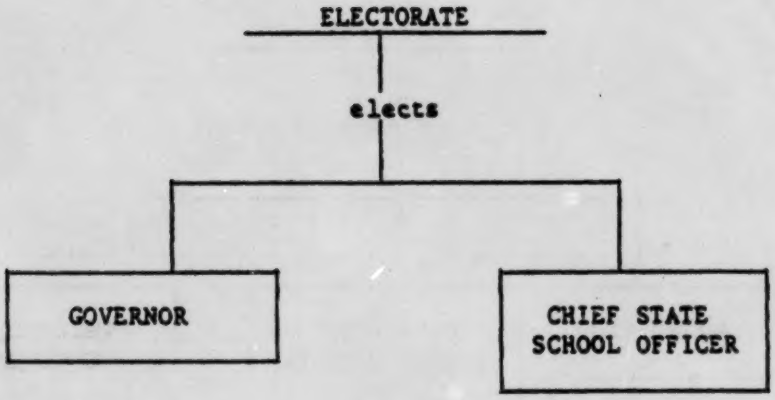
MODEL V: STATE OFFICIALS MODEL


ELECTORATE
elects
GOVERNOR
CHIEF STATE SCHOOL OFFICER
OTHER STATE OFFICIALS
also serve as State Board of Education

2 STATES:
- Florida
- Mississippi

FIGURE 7

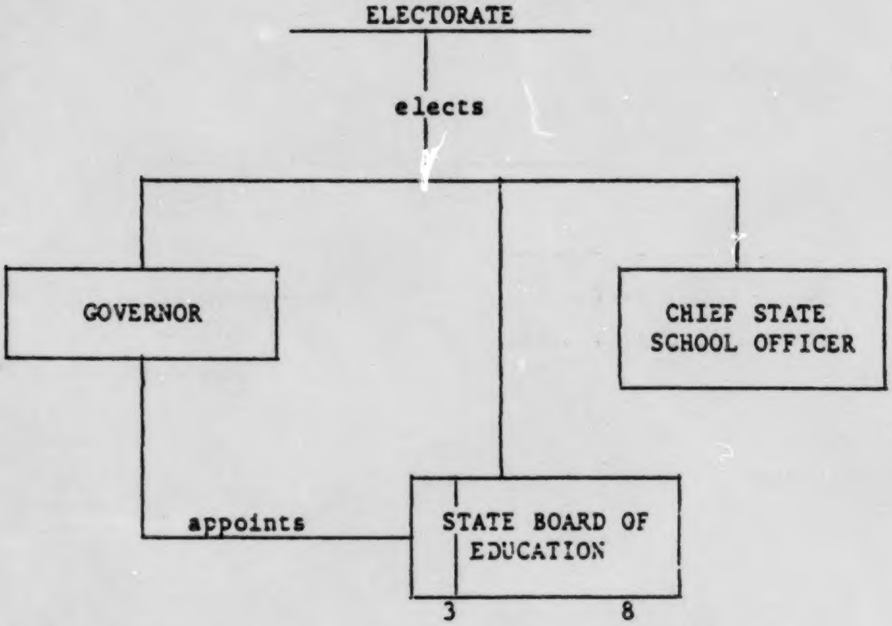
MODEL VI: NO SBE


ELECTORATE
elects
GOVERNOR
CHIEF STATE SCHOOL OFFICER

1 STATE:
    Wisconsin

FIGURE 8

MODEL VII: MIXED SBE MODEL

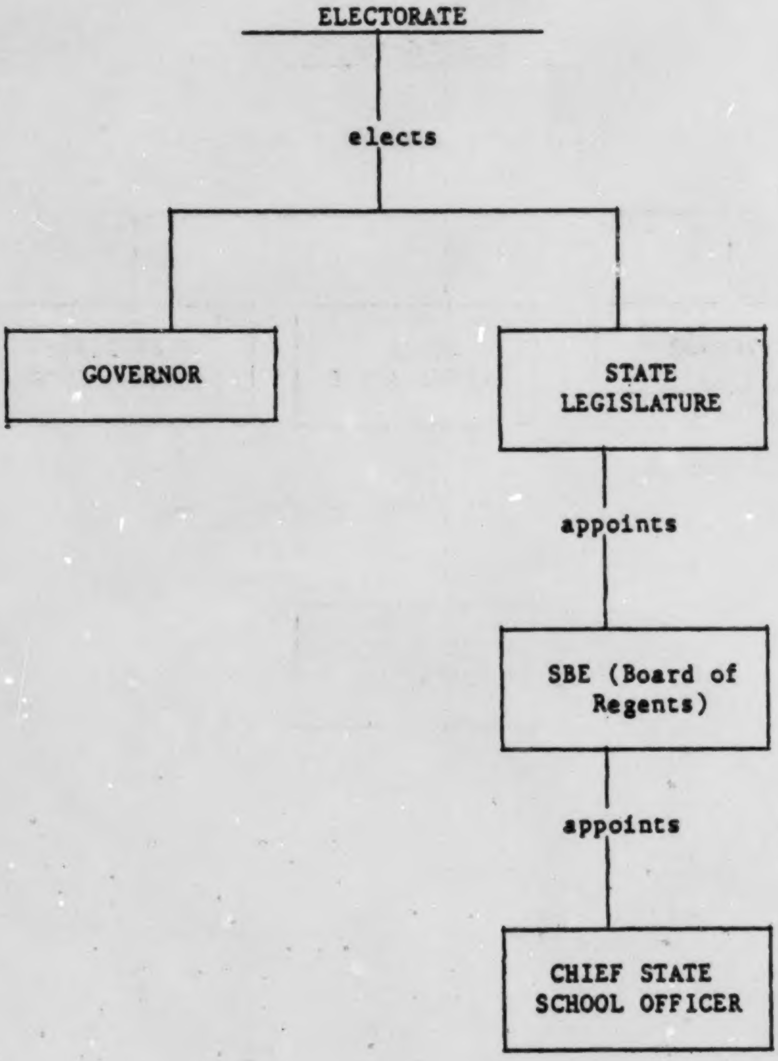

ELECTORATE
elects
GOVERNOR
CHIEF STATE SCHOOL OFFICER
appoints
STATE BOARD OF EDUCATION
3
8

1 STATE:
    Louisiana

40-

FIGURE 9

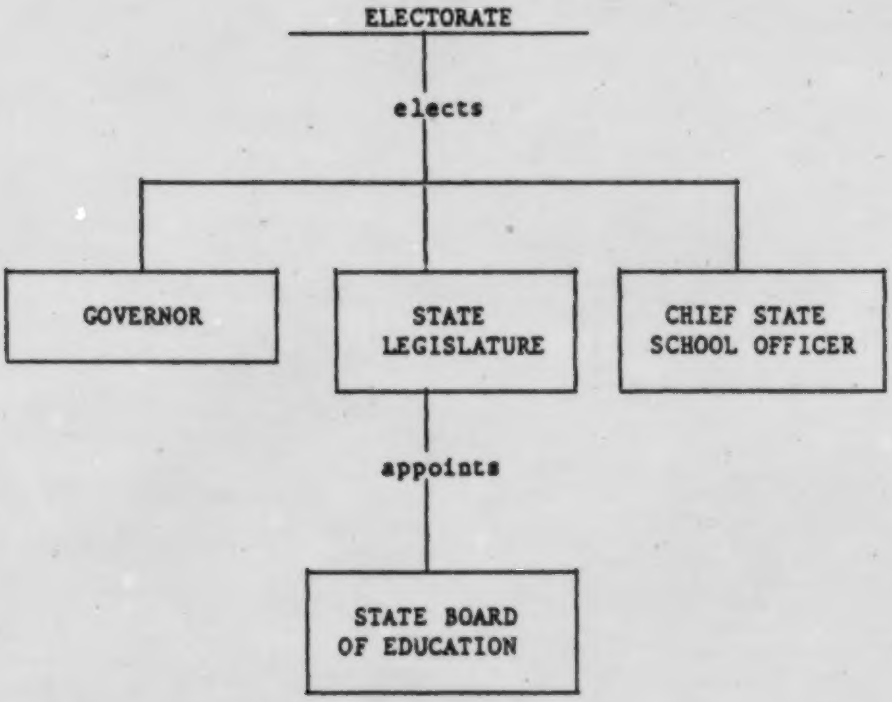
MODEL VIII: LEGISLATURE APPOINTED SBE


ELECTORATE
elects
GOVERNOR
STATE LEGISLATURE
appoints
SBE (Board of Regents)
appoints
CHIEF STATE SCHOOL OFFICER

1 STATE:
New York

FIGURE 10

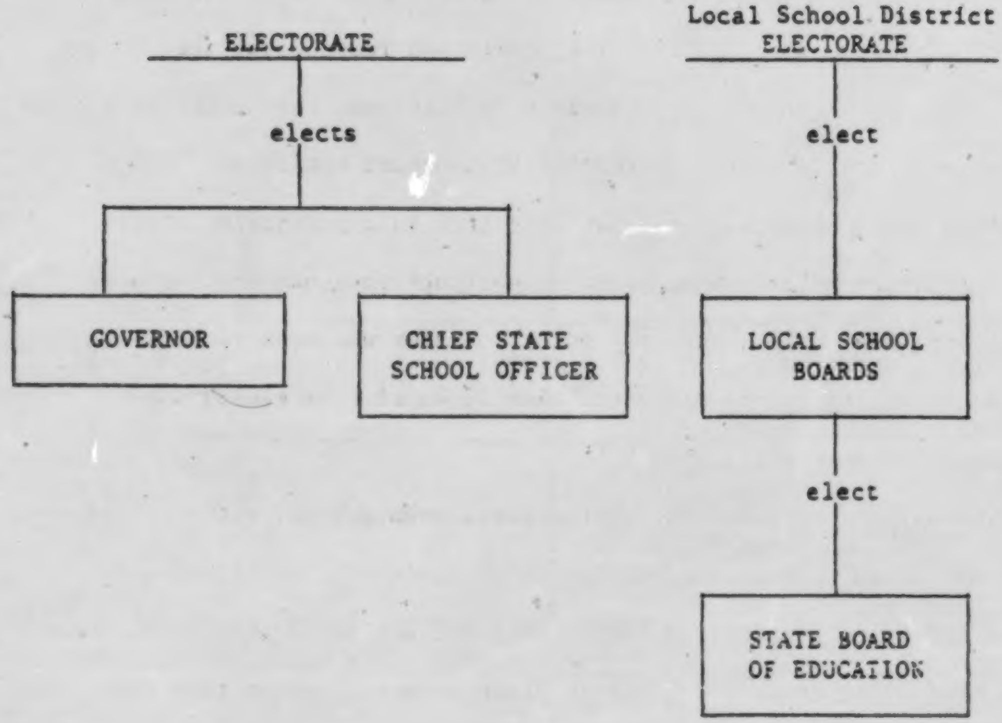
MODEL VIIIA: MODIFIED LEGISLATURE APPOINTED SBE


ELECTORATE
elects
GOVERNOR
STATE LEGISLATURE
CHIEF STATE SCHOOL OFFICER
appoints
STATE BOARD OF EDUCATION

1 STATE:
South Carolina

FIGURE 11

MODEL IX: LOCAL SCHOOL BOARD BASED SBE


ELECTORATE
elects
GOVERNOR
CHIEF STATE SCHOOL OFFICER
Local School District ELECTORATE
elect
LOCAL SCHOOL BOARDS
elect
STATE BOARD OF EDUCATION

1 STATE:
Washington

A Word of Reservation. Assignment of states to the model categories has been done for discussion purposes. The groupings mask differences within each of the models regarding the powers and responsibilities of the SBE, the length of the term of appointment or election, the number of members on the board, and other potentially important variables.

Further, assumptions made may not hold true in a particular state. This attempt to generalize about state educational governance structures should be considered only a starting point; persons who seek to become involved with the governance structure need to examine carefully the structure of that specific state.

The review of governance structures for elementary and secondary education suggests that, in most states, the Chief State School Officer and members of the State Board of Education hold influential positions in the formulation of state education policy. These persons, rather than the governor or state legislators, may be most interested in and responsive to CETA programs.

STATE STRUCTURES: HIGHER EDUCATION INSTITUTIONS

If the previous discussion of governance of public education in elementary and secondary schools appears to be a bit complicated, the governance patterns for higher education become a veritable jungle. In most states higher education has two distinct components—the community or junior college system of two-year institutions, and the system of four-year and graduate-level colleges and universities. Often there is a statewide board for the community college system and another for the four-year institutions. Further, these boards tend to be about equally divided between coordinating (advisory) and governing boards. Not all states have statewide boards for community colleges and several use the governing board of one of the four-year institutions as a statewide board, or as the governing board for one or more community colleges. Generalizing about the governance structure of higher education is most difficult.

Millard, in 1976, wrote that every state had "some board or commission and staff. . . which is responsible to some degree for higher education in the state."[4] But the governance pattern

> is considerably more complicated than the status of elementary-secondary education among the states where with exceptions, there is usually a state board of education with a commissioner or superintendent of public instruction as its executive officer. If by "Boards of Higher Education" is meant boards parallel to boards of education that are responsible for elementary-secondary education, and have at least analogous powers in relation to higher education, the parallel at best will be only appropriate and the differences are likely to be far greater than the similarities."[5]

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[4] Richard M. Millard, State Boards of Higher Education, (ERIC/Higher Education Research Report No. 4, 1976. Washington, D.C.: American Association for Higher Education, 1976) p. 4.

[5] Ibid, p. 5.

Assuming that this report will be read primarily by people involved with CETA and that the junior/community colleges have generally responded quickly to developing programs for the CETA-population, the junior/community college governance structure may be of particular interest.

Community colleges are largely a post-World War II development. They tend to be viewed as broadly related to yet distinct from the four-year colleges and universities. "They were and are in most cases more closely related to local communities and are designed to meet local community needs. In the majority of states community colleges receive tax funds from their local communities as well as from student fees and from state government."[7] In a few states, however, they are almost totally supported by state funds, and in nearly all states there is a statewide board or commission with some degree of responsibility for community colleges. However, that degree of responsibility varies greatly as do the method of selection of members and the length of their terms.

There are several factors which have contributed to the involvement of junior/community colleges in CETA programs. These include: (a) the orientation of a community college which is job preparation where over half of the enrollment is in occupational programs; (b) each college has a division of community services which is responsible for responding to community needs by developing and organizing programs which are self-supporting and of a non-credit nature; (c) these divisions have the

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[7] Ibid, pp. 26-27.

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authority to initiate programs on an as-needed basis with approval from a dean and do not have to receive state approval or governing board approval as do courses for credit. This latter situation usually takes at least a one-year lead time for program implementation; and (d) the colleges with an institutional-level board tend to be more flexible in program implementation than those with a state-level coordinating or governing board for both community colleges and four-year institutions.

A 1975 Education Commission of the States report[7] identified ten states with "Central (State-Level) Agencies" serving as coordinating or governing boards for only community or junior colleges. Another fifteen states had such statewide agencies with responsiblity for both the community and the four-year colleges and universities. Further, nine states had "institutional governing boards" responsible only for the junior/community colleges in the state. The remaining states had individual boards for each of the community colleges, or several boards with responsibility for junior and senior higher education institutions, or no community colleges. Table 1 summarizes these statewide agency governance structures.

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[7] "Survey of the Structure of State Coordinating or Governing Boards and Public Institutional and Multicampus Governing Boards of Postsecondary Education--As of January 1, 1975, "Higher Education in the States, Vol. 4, No. 10, 1975, pp. 297-352.

SUMMARY OF GOVERNANCE/COORDINATION OF COMMUNITY COLLEGES: 50 STATES

I. CENTRAL (STATE-LEVEL) AGENCIES:

A. FOR COMMUNITY (junior) COLLEGES ONLY: 4 States

ARIZONA: State Board of Directors for Community Colleges
ILLINOIS: Illinois Junior College Board
MARYLAND: State Board for Community Colleges
OREGON: Oregon State Board
TEXAS: Coordinating Board, Texas College and University System

B. FOR HIGHER EDUCATION, BOTH COMMUNITY (junior) AND 4-YEAR (senior) INSTITUTIONS: 9 States

ALASKA: Board of Regents, University of Alaska
GEORGIA: Board of Regents, University of Georgia System
HAWAII: Board of Regents, University of Hawaii
MAINE: Board of Trustees, University of Maine
MONTANA: Board of Regents of Higher Education
NEVADA: Board of Regents, University of Nevada System
UTAH: State Board of Regents
WEST VIRGINIA: Board of Regents
WISCONSIN: Board of Regents, University of Wisconsin

C. HIGHER EDUCATION IN AN AGENCY ALSO RESPONSIBLE FOR K-12 EDUCATION IN THE STATE: 12 States

ALABAMA: State Board of Education
FLORIDA: State Board of Education, Division of Community Colleges
IDAHO: State Board of Education
IOWA: State Board of Education (junior, but not senior institutions)
MICHIGAN: State Board of Education
MISSISSIPPI: Division of Junior Colleges, State Department of Education
NEW YORK: Board of Regents, University of the State of New York
NORTH CAROLINA: State Board of Education (junior but not senior institutions)
KANSAS: State Board of Education
PENNSYLVANIA: State Department of Education
RHODE ISLAND: Board of Regents for Education

II. INSTITUTIONAL LEVEL BOARDS: MULTICAMPUS: 14 States

A. COMMUNITY (junior) INSTITUTIONS ONLY

CALIFORNIA:	Board of Governors, California Community Colleges
COLORADO:	State Board for Community College and Occupational Education
CONNECTICUT:	Board of Trustees, Regional Community Colleges
DELAWARE:	Board of Trustees, Delaware Technical and Community Colleges
MASSACHUSETTS:	Board of Regional Community Colleges
MINNESOTA:	State Board for Community Colleges
VIRGINIA:	State Board for Community Colleges
WASHINGTON:	State Board for Community College Education
WYOMING:	Community College Commission

B. FOR BOTH JUNIOR AND SENIOR INSTITUTIONS:

CONNECTICUT:	Board of Trustees, University of Connecticut
KENTUGKY:	Board of Trustees, University of Kentucky
LOUISIANA:	Board of Supervisors of Louisiana State University Agriculture and Mechanical College, and Board of Supervisors of Southern University and Agricultural and Mechanical College
SOUTH CAROLINA:	Board of Trustees, University of South Carolina
TENNESSEE:	Board of Regents, State University and Community College System
VERMONT:	Board of Trustees, The Vermont State Colleges

III. NO STATEWIDE OR MULTICAMPUS STRUCTURES FOR COMMUNITY COLLEGES (OR NO COMMUNITY COLLEGES IN STATE): 11 States

ARKANSAS
INDIANA
MISSOURI
NEBRASKA
NEW HAMPSHIRE
NEW JERSEY
NEW MEXICO
OHIO
OKLAHOMA
OREGON
SOUTH DAKOTA

* SOURCE: "Survey of the Structure of State Coordinating or Governing Boards and Public Institutional and Multicampus Governing Board of Postsecondary Education--as of January 1, 1975," *Higher education in the States* (Education Commission of the States, vol 4, no. 10, 1975). The classification of a state as either a Central (State-Level) or an Institutional Agency is that found in the publication with the exception of Alabama State Board of Education as an institutional level agency.) (p. 318).

Table 1 can easily give an inaccurate and simplistic picture of the governance of community colleges. First, the range of responsibilities assigned to statewide agencies is great--from a loosely defined "supervisory" function with a modicum of authority, to total governance with fullfledged authority to enforce decisions. Second, in many states each community college has its own institutional governing board. These local boards tend to act much like the local elementary-secondary school boards do in relations with the state. The concept of local control is not limited to the K-12 schools.

One must not rely too heavily on organization charts depicting relationships between community college structures and other governmental structures. It is absolutely essential that individuals seeking to influence a local community college program identify the governance structures under which that specific institution functions, both in reality as well as on paper. Generalizations about governance structures are helpful only as a starting point.

STATE STRUCTURES: VOCATIONAL EDUCATION

Vocational education governance structures appear to be similar to those for elementary and secondary, but that appearance is deceiving. In the first place, vocational education emerged from national policy, and major decisions in this field have continued to be made at the federal level. States function more like administrative units in governance of vocational education than they do in governance of either elementary/secondary or higher education. We will briefly trace the development and changes in federal policy in this area. Federal legislation supporting vocational education represents the oldest of the federal grants-in-aid programs beginning in 1917 with the Smith-Hughes Act. The orientation of vocational education has changed markedly through legislation during the fifties, sixties and seventies. Until 1962, there was no focus on any population subgroup in the legislation but rather programmatic emphasis.

During the sixties, attention was focussed on youth with special needs who had academic, socio-economic or other handicaps that prevented them from succeeding in a regular high school vocational program. The legislation therefore specified that these programs should respond more effectively to the needs of these individuals. However, there was no provision for targeting funds to this group. Legislation in 1968 established setasides for special populations such as the disadvantaged and the handicapped. Again these groups were singled out because they could not succeed in the regular vocational education program without special educational assistance or a modified vocational education program. Between 1968 and 1976, a new population - those restricted by their English-speaking ability - was added to the other groups for special vocational education training. In 1976, in addition to emphasizing the needs of the already identified targetpopulations, several new groups were identified and additional emphases placed; these included:

New groups

- women
- American Indians

- displaced homemakers
- youth offenders and adults in correctional institutions

new emphases

- elimination of sex bias, sex stereotyping and sex discrimination in vocational education programs.

The legislation also mandates the state level agencies and councils to be responsible for receiving, planning and distributing federal vocational education funds within the states. Any state wanting to receive these funds must designate a state board to be the sole state agency responsible for administering the programs. In nine states, there is a separate State Board for Vocational Education. In the remaining states the State Board of Education serves as the State Board for Vocational Education.

STATES WITH SEPARATE STATE BOARDS
FOR VOCATIONAL EDUCATION

Colorado
Indiana
Kentucky
Montana
North Dakota

Oklahoma*
South Dakota
Washington
Wisconsin

* (State Board for Elementary and Secondary Education plus an additional seven members)

Invariably, the Board assigns these administrative responsibilities to the State Education Agency (SEA). The staff specifications, their responsibilities and minimum budget allocation to carry out various sections of this legislation are outlined in the regulations.

The legislation also mandates the establishment of a state advisory council for vocational education (SACVE). The functions of this include:

- identification of state vocational education needs.
- identification of state employment and training needs.
- commenting on reports of the State Manpower Services Council.
- providing technical assistance to local advisory boards.

The local advisory boards must be established if the local education agency (LEA) receives vocational education funds from the state board. The formula for distribution of these funds is very detailed but special weight is given to two factors: 1) the relative financial ability to provide needed services, and 2) the relative concentration of low-income populations in the LEA's jurisdiction.

The states are allocated funds on a formula basis. From this allocation, 15% of the total must be spent on postsecondary programs, 20% for disadvantaged population and 10% for the handicapped poulation. From the remaining amount, 80%, known as its basic grant, may be used for purposes such as vocational education programs, work-study programs, cooperative vocational programs, energy education programs, stipends and placement services for students who have acute economic needs which cannot be met by other programs, and day care services for children of persons enrolled in vocational schools. Although the list of allowable programs, services and activities is much more extensive, through a single basic grant, the states may determine their own priorities for funding.

The remaining 20% of the state's allocation is used for program improvement and supportive services. Of this percentage, a minimum of 20% must be spent on guidance and counseling services.

It is seen, therefore, that Vocational Education and CETA have similar administrative systems: establishment of State-level Advisory Councils and local advisory councils; development of five-year and annual plans; targeted populations but flexibility in service delivery options.

LOCAL GOVERNANCE OF EDUCATION

The previous discussion focused on statewide educational governance structure, recognizing the position of legal responsibility assigned to that level of government. Historically, this legal responsibility has been met through a highly decentralized system of local school districts, and the tradition of local control has been strong in the vast majority of the states. The result has been that education policy has often been set much, if not more, by local school districts as by the Governor, the SBE, and the CSSO.

Education policy within a state has both a state and a local component. State policies, whether formulated by the legislature, the SBE, or by regulations developed by the CSSO and approved by the State Board, become policies for all school districts in the state.

However, these polcies are implemented by personnel at the local district level. The degree of implementation tends to vary widely among districts.

Local policy, on the other hand, is policy formulated by local school boards within the limits established by state law. Personnel, building facilities, and curriculum policies tend to be left largely in the hands of local school boards. State policies do, however, impinge on local decision-making through mandated programs, budget limitations, and specific prohibitions against certain kinds of policies. Tenure, for example, is one example of limitations frequently placed on local school district personnel policies.

Currently there are just under 16,000 separate school districts in the United States. All states, with the exception of Hawaii, are organized into such local districts (Hawaii schools form a single school district). The range in the number of school districts in the states is illustrated below.

NUMBER OF OPERATING SCHOOL DISTRICTS, 1977-78*

STATE	NUMBER OF DISTRICT
Nevada	17
Maryland	24
Alaska	51
Louisiana	66
Minnesota	439
New York	746
Illinois	1,021
California	1,042
Texas	1,123
Nebraska	1,167

*NEA Research Memo, "Rankings of the States, 1978" (Washington, DC National Education Association, 1978) p. 11

Each of these local school districts has a governing board--called the Board of Education, the School Board, the School Trustees, or similar titles--with fairly broad powers delegated to it by the state. Theses boards are not autonomous; they are part of the state education governance structure, with powers, duties, responsibilities and limitations prescribed in varying degrees of specificity by state laws or constitutions.

Local boards are most often elected, though a few districts have appointed boards. Election is usually on a non-partisan basis. Generally, anyone can be eligible for a school board election. The main qualification for school board members is that they are qualified voters of the state and the school district in which they reside. Some states do add educational qualifications, others require character references that they are freeholders and that they are either taxpayers or parents.

School board members can be elected to represent the district at-large, or a specified part of the local district. Length of terms vary, but overlapping terms are almost provided. School board membership is largely a non-paid office which, in many districts, consumes fairly large amounts of the members' time. A few districts do have paid board of education members.

In terms of boundaries, there are several kinds of local districts in the United States. Most common are school districts that are not geographically coterminous with other local governments. In most Southern and Southeastern states, however, the county lines serve also as the school district boundaries. Consequently, these districts tend to be larger--both georgraphically and in number of pupils--than districts in other parts of the country. County districts also regularly encompass a number of cities and/or towns, though large cities are often organized as school districts independent of the county-wide pattern.

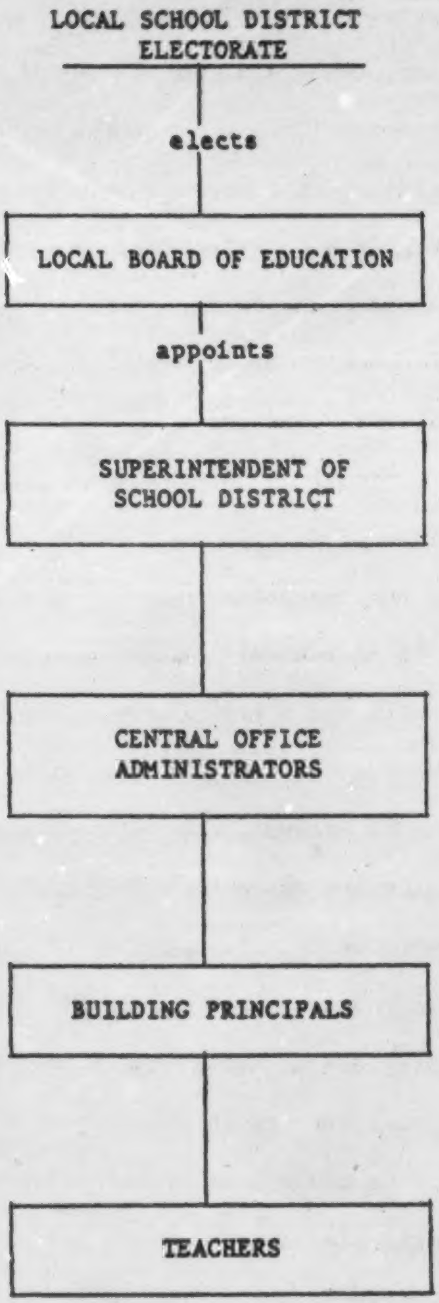
Figure 12 illustrates the typical governance structure of local districts.

The school board is the legislative policy-making body. The board's broad powers include selecting and appointing the superintendent who is chief administrative officer of the local district. Central office and individual building administrators are other important persons in the administrative structure.

Technically, the board sets policy and the superintendent is responsible for administering that policy. In reality, the distinction between policy-setting and administration tends to become murky. Many careful observers of local school districts have concluded that the superintendent and other administrators play powerful roles in suggesting and recommending policy to the board. In a number of instances, local

FIGURE 12

LOCAL SCHOOL DISTRICT GOVERNANCE OF EDUCATION STRUCTURE


LOCAL SCHOOL DISTRICT ELECTORATE
elects
LOCAL BOARD OF EDUCATION
appoints
SUPERINTENDENT OF SCHOOL DISTRICT
CENTRAL OFFICE ADMINISTRATORS
BUILDING PRINCIPALS
TEACHERS

boards are seen as legitimizing policies that are formulated and recommended by the professional educators.

On the other hand, there are many instances in which the board participates in administration. For example, appointment of central office and local building administrators most commonly requires official board action, even when the superintendent has made the selection without previous consultation with the board. Further, it is not unusual for board members to influence or block administrative appointments. Similarly, individual board members in some districts become advocates for a particular educational or curricular program and school personnel have been known to respond to this board member interest even when the board as a whole has not reached a formal policy position regarding it.

The appeal of "local control" is not limited to the school district in its relationship with the state. Many people, both lay citizens and educators, are strong advocates of local control, even at the building level. For a variety of reasons, most districts operate with considerable administrative discretion decentralized to the local building level. Consequently, the activity of interested parent and/or other groups tends to have varying degrees of effect on the administration and programs of individual school buildings.

It is reported that the French Minister of Education once told a visiting scholar that he could look at his watch and know what was happening at that particular time in every classroom in France. Few, if any, local school district superintendents in this country would dare even faintly suggest such centralization, with any expectation that they would not be contradicted by what was happening in two adjacent classrooms in one elementary building.

It is relatively easy, then, for individuals or groups to influence local school district policy and programs. This is particularly true when the interest of the group is consistent with the rather broad, professed belief of educators that children and youth are the primary clients of the schools. The local school district is not always ready to receive new programs and their advocates with open arms. However, the fact remains that in most districts the policy-making/administrative processes present a number of access points from which the educational governance structure can be influenced. These access points differ from district to district, but they do exist.

SUMMARY

This section of the report has outlined the education policy structures which exist in different states. The forms of state-level educational governance were described together with the local boards and school districts. Given the thrust of the CETA Amendments of 1978 and the practical arrangements which have developed between CETA Prime Sponsors and certain levels of the education system, descriptions were also given of the vocational education system and the community-colleges at the postsecondary level.

Part 2- CETA-LEA Governance Issues gives detailed information on the role of these different levels, i.e., state boards and local boards in setting the standards in specific issue areas and providing the framework for them to be carried out.

PROFESSIONAL INTEREST GROUPS

Previous examination of state and local school district governance of education has focused on the formal, legal bases of structures. Both the state and local levels provide for lay governing boards and administration by a professional educator. Some researchers are interested in the extent to which professional educators actually shape or influence the policies enacted by lay-controlled boards. The power of adminstrative recommendations to the local school board is one aspect of that research question; the influence of professional organizations on statewide policy is another.

Professional organizations do have an impact on both state and local education policy. The impact may be more direct and observable at the state level, but local school district policy is not immune. Professional organizations, like all other special interest groups, can assume either advocacy or blocking postures regarding particular policies or programs. Persons seeking to influence education by working through these groups need to be aware of the existence of these organizations and to be familar enough with them to know which are likely to be attuned to a particular interest and which are likely to be opposed to it.

TEACHER ORGANIZATION AND UNIONS

Depending on the individual state, two large, general-membership teacher organizations can be found—one affiliated with the National Education Association (NEA) and the other with the American Federation of Teachers (AFT), an AFL-CIO affiliate. The strength of these organizations varies from state to state, but they do influence policy as inimical to vocational education particularly helpful in their efforts to work with the schools on CETA programs.

ADMINISTRATIVE ORGANIZATIONS

Most states have at least one, and usually several, formal organizations of school administrators. Commonly found are the state equivalents of the American Association of School Administrators (AASA) which appeal primarily to the superintendents and other central office administrators. As a part of, or separate from such a statewide umbrella group (example: CASE--Colorado Association of School Executives), there are usually individual organizations for elementary, junior high/middle, and secondary school principals.

In addition, in many urban areas a regional organization for administrators may also exist--less formal and barely structured, but definitely influential. These go under a variety of titles such as "Metropolitan Area Superintendents Round Tables," "Metropolitan Study Council," and "Area Administrators," to name a few. These small, geographically compact administrator groups are particularly useful to CETA personnel in clarifying for, and gaining program support from, a limited number of influential administrators in a comfortable setting.

SCHOOL BOARD ASSOCIATIONS

There is a National School Boards Association (NSBA) which is concerned primarily with the interest, responsibilities and powers of local school district boards. As with the teacher and administrator groups, a state association of local school boards operates, quite often effectively at both the state and local levels. A strong statewide school board association can have tremendous influence with the Governor, the legislature and the SBE. In some instances, advice from the state association to a local school district board is all that is needed to move that local board in a particular direction.

The existence of a single state association for local school boards is most helpful to other groups seeking to influence educational policy, as the state school board association constitutes a single organization to win over to advocacy or neutrality. This is in contrast with the competing teachers' organizations (NEA and AFT) and with the administrators' organizations.

FINANCING PUBLIC SCHOOLS

Money to operate public schools comes from three sources— the federal government, the state, and the local school district. The amount contributed by each of these three governmental levels varies from state to state, and from district to district within a state. According to the National Center for Educational Statistics, the federal government provided 8.3%; the states 43.3%; and the local school districts 48.3% of the costs of all public elementary and secondary education in 1976-77.

Since 1977, there have been dramatic shifts in several states from local to state funding. Brought about by court rulings and tax limitation referendums or legislation, nationally the state level now contributes over 50% of all local school district funds.

Local school districts have limited flexibility in the use of available money. In the first place, federal money is restricted to specific or "categorical" programs. Second, education is a labor-intensive operation and in most districts between 80 and 85% of the district budget goes for personnel salaries. Third, the amount of money that can be collected locally is limited by local taxation of property, and by the statutory limitations on budget increases imposed by some state legislatures. Finally, the total amount of money the state makes available to local school districts varies from year to year. The state legislature and not the local school district determines how and how much money from state (rather than local) revenues is to be used to support education. State legislatures are political bodies, and funding of education occurs within a political arena.

Local district money comes primarily from the local property tax. State money comes from other sources such as corporate, inheritance and sales taxes, to name but a few. Generallly, but not as consistently as the local school districts would like, federal education money is funneled through the state education agency rather than directly to local districts. Grants are usually made to the state, and then distributed by the state among the local school districts on the basis of an apportionment formula which is consistent with the intent of the federal legislation.

A frequent criticism of federally-supported programs voiced by both state and local officials is that the amount of federal money provided initially to support a particular program frequently diminishes over time, and the states and local districts are left with the responsibility of providing the money necessary to continue what they consider to be a federal program. The result is often an apparent reluctance to embrace immediately every federally-funded program, particularly if these are administered by other than education agencies. This may explain the initial resistance on the part of state and local education representatives as they consider involving the schools in implementing CETA-Youth Programs.

PART 2

CETA/LEA GOVERNANCE ISSUES

Four specific issues have consistently emerged as problem areas as CETA Prime Sponsors and local education agencies work together developing and implementing programs for CETA-eligible youth. These are: curriculum requirements, guidance and counseling, graduation requirements, and professional certification standards. We have, therefore, put these concerns in the form of questions and presented charts which respond to those questions for each of the fifty states. The information is therefore intended to assist persons who are dealing with these issues in their state. The questions are the following:

1) Who makes decisions regarding curriculum requirements?
2) Who makes decisions regarding guidance and couseling programs?
3) Who determines graduation requirements/performance standards?
4) Who determines personnel certification/licensure standards? What are the general requirements?

Charts recently published by the National Institute of Education[10] answer these questions for the elementary-secondary level on a state-specific basis[11]. These charts are reproduced on the following pages. Postseconday governance charts are not available.

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[10] An Introduction to State Legal Standards for the Provision of Public Education, (Washington, D.C.: Department of Health, Education and Welfare, National Institute of Education, 1978), pp.24-26, 33-39, 84-91, 100-105. Reprinted with permission of NIE.

[11] Readers asked to check this information since it is understood changes have occurred since this data gathering.

CURRICULUM

In all states the local school district must offer a curriculum prescribed by the state. The degree of control exercised by the education agency differs from state to state. In most states a local district must offer the curriculum devised by the state. In those states where districts retain some discretion, course offerings must still be chosen within state guidelines. Oftentimes the guideline is a specific legal requirement that the district must observe; for example, all schools must offer courses in American history and government. The statutes of nearly all states contain such requirements. In states where the choice of course offerings is left to the district, it is often limited by state board guidelines regulating the number, content, or quality of the courses.

Some states provide that a district must offer a specified number of courses. These directives of the state education agency are usually requirements for accreditation. Sanctions for noncompliance could include nonrecognition of the district or school and/or loss of state aid.

Description of Headings for Chart on Curriculum

Local Selection of Curriculum - the local district selects its curriculum offerings on the basis of the extent of authority delegated by the state.

1) Determined by State - The state decides the requirements for curriculum in the public schools. It acts through its legally constituted executive authority (usually the State Board of Education) or through an independent committee established to make decisions on curriculum.

2) Within State Guidelines - The state promulgates guidelines which the district must follow when it selects its curriculum.

Program Specifications

1) Minimum Number of Required Courses - The school must offer the stated number of required courses to comply with the standard.

2) Minimum Number of Electives- The school must offer the stated number of elective courses to comply with the standard.

3) Requirement for Accreditation - A school must offer the required number and subject matter of courses in order to receive or maintain its accreditation status.

4) Bilingual Education - The school program makes provision for bilingual education. Such programs are either mandatory (M) or discretionary (D).

Sanctions for Noncompliance - The local district faces loss of aid or accreditation status if it fails to comply with state standards or devise satisfactory course offerings of its own.

Curriculum - footnotes

(a) Massachusetts - on request of parent or guardian.

(b) Michigan - if guidelines for implementation are met.

(c) Minnesota - school submits detailed outlines for which curriculum guides are not available to commissioner.

(d) Rhode Island - mandatory if 20 or more pupils register for it.

(e) District of Columbia - Superintendent of Schools.

CURRICULUM

STATES	LOCAL SELECTION OF CURRICULUM			SECONDARY SCHOOLS PROGRAM SPECIFICATIONS				SANCTIONS FOR NON-COMPLIANCE
	Determined by State		Within State Guidelines	Minimum No. of Req'd Courses	Maximum No. of Electives	Req mnt for Accredit	Bilingual Educ.	
	Executive Agency	Independent						
ALABAMA		x						
ALASKA	x							
ARIZONA	x						M	
ARKANSAS	x						M	
CALIFORNIA			x					
COLORADO			x				M	
CONNECTICUT	x						M	
DELAWARE	x						D	
FLORIDA	x		x					
GEORGIA	x							
HAWAII	x							
IDAHO			x					
ILLINOIS			x					
INDIANA			x					
IOWA			x	26			M	
KANSAS	x							
KENTUCKY	x		x				D	
LOUISIANA	x		x					
MAINE			x					
MARYLAND			x					
MASSACHUSETTS	x		x					
MICHIGAN			x				(a)	
MINNESOTA	(c)			1950 hrs.	1200 hrs.		(b)	
MISSISSIPPI		x		12		x	D	x
MISSOURI			x					
MONTANA	x							
NEBRASKA			x	16		x		
NEVADA	x		x					
NEW HAMPSHIRE								
NEW JERSEY	x		x					
NEW MEXICO	x		x	30				
NEW YORK	x		x				D	
NORTH CAROLINA	x		x			x	D	x
NORTH DAKOTA			x					x
OHIO			x			x		
OKLAHOMA			x	36				
OREGON	x		x					
PENNSYLVANIA	x		x			x		x
RHODE ISLAND			x				M	
SOUTH CAROLINA	x		x	40			(d)	
SOUTH DAKOTA	x		x					
TENNESSEE			x					
TEXAS			x					
UTAH	x		x					
VERMONT	x		x					
VIRGINIA			x					
WASHINGTON	x		x					
WEST VIRGINIA			x					
WISCONSIN	x		x					
WYOMING	x		x					
Dist. of Col.	(e)		x				M	

M-Mandatory
D-Discretionary

CURRICULUM CITATIONS

State	Statutes	Regulations
ALABAMA	§16-8-28	
ALASKA	§§14.14.200; 14.07.020; 14.30.400	R34.010 -- 34.090
ARIZONA	§§15.1021 -- 15.1022; 15-1057	R7-2-306(6)
ARKANSAS	§80-113	
CALIFORNIA	§§51210 -- 51213; 51220 -- 51227; 52161	R4311
COLORADO	§§22-32-109; 22-32-109.5; 22-24-102 -- 22-24-112; 22-24-109	2224-R-1.0 -- 2224-R-1.13; 22202-R-9.01 -- 22202-R-9.08
CONNECTICUT	§§10-4; 10-15; 10-17a	
DELAWARE	§122(b)(5)	
FLORIDA	§§230.03(3); 233.061	R6A-6.22
GEORGIA	§32-657(a)	R30-510
HAWAII	§24-12	
IDAHO	§33-18	R401.1
ILLINOIS	§27-1	
INDIANA	§§20-10.1-3-1; 20-10.1-4-1 -- 20-10.1-4-9; 20-10.1-5.5-2	R22-5(71-10); R13-3
IOWA	§257.25	R670-3.5
KANSAS	§§72-1101; 72-8205	
KENTUCKY	§156.160	
LOUISIANA	§17-125	*Bulletin 741*, p. 15 -- 34
MAINE	§§102 ss.16; 116	
MARYLAND	Art. 77 §55	
MASSACHUSETTS	Art. 69 §1; Art. 71 §13	
MICHIGAN	§§380.1282; 380.1153	
MINNESOTA	§§126.07; 121.11	EDU 40 -- EDU 46(c)
MISSISSIPPI	§37-13-1	Bulletin 171, p. 20 -- 21
MISSOURI	§161.092	5 CSR 50-340(4)(G)(1)
MONTANA	§75-7503.1	
NEBRASKA	§79-312	R14-(7) -- 14-(9)
NEVADA	§385.110	
NEW JERSEY	§18A:4-34	R6:27-1.3
NEW MEXICO	§§77-2-2; 77-23-1 -- 77-23-6	R73-21
NEW YORK	§3204	CR 11, Sec. 100.1
NORTH CAROLINA	§115-11(14)	R2A.0001(5)(e); R2E.0101
NORTH DAKOTA	§15-29-08(4)	*Administrative Manual* 1973, pp. 134, 140, 156, 157
OHIO	§3301.07(d)	R3301-37-02
OKLAHOMA	§11-103	*Annual Bulletin for Elementary and Secondary Schools* (1976), pp. 30, 35.53
OREGON	§326.051	R581-22-221
PENNSYLVANIA	§§21-2103; 15-1512	R5.24
RHODE ISLAND	§§16-1-4; 16-22-8	*Standards for Rhode Island Elementary Schools*, c. I
SOUTH CAROLINA	§21.45(3)	R43-232; R43-234; R43-235
SOUTH DAKOTA	§13-6-39	R24:03:06:01
TENNESSEE	§§49-1901; 49-1902	*Rules, Regulations and Minimum Standards*, 1976-77, p. 51-52, 83-89
TEXAS	§§11.24; 21.451	*Policies*, 2306.7, 3222.1 -- 3222.3
UTAH	§53-14-8	*Utah State Board of Education Curriculum Plans 1975-81*; *Policies, Procedures, Practices* (1976), pp. 5, 17 -- 19
VERMONT	§16-906	*Reference Manual of State Board of Education in Vermont*, pp. 17, 21
VIRGINIA	§22-233	*Regulations of State Board of Education in Virginia*, p. 1
WASHINGTON	§28A-04.120	R180-16 p. 6; R180-56 p.15
WEST VIRGINIA	§18-2-7	
WISCONSIN	§120.12	PI 13.04
WYOMING	§21.1-10	CH V, Sec. 1
DIST. OF COL.		R201.1; R702.1; R-402.13

GUIDANCE AND COUNSELING PROGRAM

Most state education agencies have established regulations concerning guidance and counseling programs for school districts. A guidance program is usually designed to assess and support the individual student's academic, social and vocational needs. In many states both elementary and secondary schools must have a guidance program before they can become accredited, although some states require that only secondary schools have such a program.

Frequently the state establishes a pupil-to-staff ratio as part of the accreditation requirements. The average ratio for these states is approximately 450 students to each full-time counselor in secondary schools and 600 students to each counselor in elementary schools. Many states require that guidance personnel be certificated. (For greater detail see chart on Certification Requirements by Job Title.)

Normally, a state education agency which requires schools to have a guidance program will also establish requirements specifying the types of services that must be made available in the program. Only a few states do not set any program requirements. Approximately one-third of the state education agencies require the school districts to establish a testing program and keep records of students' progress. Many state's regulations specify that any guidance program must provide persons who are trained in giving career counseling. Only a few states require that guidance programs provide a guidance library for student use. Nine states require that the school or school district employ a staff psychologist.

Description of Headings for Chart on Guidance and Counseling Program

Statute or Regulation - Guidance and counseling requirements specified on this chart are covered by statutes (S) and/or regulations (R).

District Must Provide - The state requires (M) or recommends (D) that each school district provide a guidance program.

Requirement for Accreditation - Elementary or secondary schools must have a guidance and counseling program before they can be accredited.

Staff Requirements

1) Mandatory Certification - Any school with a guidance program must employ certificated counselors.
2) Students/full-time Counselors - Elementary and secondary schools must adhere to a certain ratio of students to each counselor. For states with different levels of accreditation the student to counselor ratio varies with each such level.

Program Specifications

1) State Approval - A school submits a plan for its guidance program to the state education agency before the program can be adopted.
2) Testing Program - The counseling office administers standard intelligence tests, reading tests, or other aptitude tests.
3) Cumulative Records - The counseling office keeps test scores, grades and other pertinent information that can be used to assess the progress of the individual student.
4) Career Guidance - The counseling office is equipped to provide career guidance.
5) Guidance Library - A guidance library is available for student use.
6) Provisions for a Psychologist - As a part of the guidance program the school may employ a staff psychologist.
7) Other - The state sets other program specifications.

Guidance and Counseling Program - footnotes

(a) California - mandatory guidance program only for continuation educational programs.

(b) Connecticut - vocational guidance

(c) Maryland - pupil services, such as guidance and counseling programs, may be found in Principles and Standards: Public Secondary Education in Maryland, not received before the publication of this study.

(d) New Jersey - program focuses on special education and the disadvantaged.

(e) South Carolina - grades five through twelve

(f) South Carolina - amount of time spent by counselor at school dependent on school population.

GUIDANCE AND COUNSELING PROGRAM

STATES	NO PROVISIONS	STATUTE AND/OR REGULATION	DISTRICT MUST PROVIDE	REQ FOR ACCREDIT		STAFF REQUIREMENTS				PROGRAM SPECIFICATIONS						
							STUDENTS/FULL TIME COUNSELOR									
				Elementary	Secondary	Mandatory Certification	Elementary	Secondary	Varies w/ Accreditation Level	State Approval	Testing Program	Cumulative Records	Career Guidance	Guidance Library	Provisions for Staff Psychologist	Other
ALABAMA	x															
ALASKA	x															
ARIZONA		S/R	M		x	x				x			x			
ARKANSAS	x															
CALIFORNIA		S	(a)										x			
COLORADO		S	D				1,000	450					x			
CONNECTICUT		S	D			x							(b)			
DELAWARE		S													D	
FLORIDA		S/R		x	x	x							x		x	
GEORGIA		R		x	x		400	400		x	x				x	
HAWAII	x															
IDAHO		R		x	x		250				x	x	x	x		
ILLINOIS		R				x										
INDIANA		S/R	M		x			500								
IOWA		R		x	x						x		x			
KANSAS		S/R	M		x	x				x			x			
KENTUCKY		R	M			x		300					x	x	x	
LOUISIANA		S	M	x	x			450		x					x	
MAINE	x															
MARYLAND		(c)														
MASSACHUSETTS		S	M	x									x			
MICHIGAN		S	D							x	x				D	
MINNESOTA		R	M	x	x								x			
MISSISSIPPI		R	M	x	x	x		500	x		x					
MISSOURI		R		x	x	x	1,500	65/hr.								
MONTANA		R		x	x	x		400						x		
NEBRASKA		R		x	x	x	450	450			x	x	x	x		
NEVADA	x															
NEW HAMPSHIRE	x															
NEW JERSEY		R				x							x			(d)
NEW MEXICO		R		x	x						x	x				
NEW YORK		S/R			x							x	x		x	
NORTH CAROLINA		R														
NORTH DAKOTA		R	M	x	x		800	500			x	x	x	x		
OHIO		R	M	x				500			x	x			x	
OKLAHOMA		R	M								x	x	x		x	
OREGON		R	M									x	x			
PENNSYLVANIA		R	M							x	x	x	x	x		
RHODE ISLAND		S/R	M		x			300		x						
SOUTH CAROLINA		R	M		(e)			(f)			x					
SOUTH DAKOTA		R	M	x	x			451								
TENNESSEE		R	M		x			600							x	
TEXAS		R	M	x	x						x					
UTAH		S	D													
VERMONT		R	M	x	x		300	300								
VIRGINIA	x															
WASHINGTON		R		x	x	x					x	x	x			
WEST VIRGINIA		R									x	x				
WISCONSIN		R		x	x	x									x	
WYOMING		R				x							x			
Dist of Col.		R				x							x			

M-Mandatory
D-Discretionary

GUIDANCE AND COUNSELING PROGRAM CITATIONS

State	Statutes	Regulations
ALABAMA	§§16-4-12; 16-9-26; 16-12-19	
ARIZONA	§§15-1199—15-1199.02	R7-2-306(H)
CALIFORNIA	§1760	R10530
COLORADO	§§22-8-101—22-8-108	2202-R-12.01; 2202-R-12.02; 2208-R-1.0—2208-R-5.0
CONNECTICUT	§10-21	R10-146-75
DELAWARE	§1321(e)(5)	
FLORIDA	§§233.066; 229.840	R6A-6.71; 6A-6.731
GEORGIA		50-810
IDAHO		Guidelines and Procedures for Junior High/ Middle Schools, p.10,26
ILLINOIS		Evaluation, Supervision and Recognition of Schools, 5-4; 4-2.21
INDIANA	§20-1-1-6(d)(1)	R12-8; 21-29 (sec. 4)
IOWA		670-3.5(8); 670-3.5(12); 670-35(15)
KANSAS		91-2-4; 91-3-4
KENTUCKY	§§158.510—158.530	703-KAR-3:010; 703-KAR-3:020; 704-KAR-3:010; 701-KAR-1:010
LOUISIANA	§17:3001	Bulletin 741, p.75, 78, 79
MASSACHUSETTS	Art, 71§46G	
MICHIGAN	§§340.828; 380.1251	R390.1303
MINNESOTA		EDU 4-b, EDU 40-b; EDU 40-c
MISSISSIPPI		Bulletin 171, p.18, 23
MISSOURI		5 CSR 50-340(4)(F)
MONTANA		R48-2.6(10)-S6160
NEBRASKA		R11-(28)(f); 11-(75); 11-(76)
NEW JERSEY		R6:42-1.1—6:42-3.4
NEW MEXICO		R70-20
NEW YORK	§§7602; 4605	CE II Sec. 100.1
NORTH CAROLINA		R2D.0202(b)
NORTH DAKOTA		Administrative Manual 1973, p.66-68, 167
OHIO		R3301-35-04(g); 3301-37-03(b); 3301-31-04(K)
OKLAHOMA		Annual Bulletin for Elementary and Secondary Schools (1976) p. 22, 25, 42
OREGON		R581-22-254
PENNSYLVANIA		R7.3; 7.11; 7.13
RHODE ISLAND	§16-22-1	Standards for Approval and Accreditation of Secondary Schools in Rhode Island, p.17
SOUTH CAROLINA		R43-256
SOUTH DAKOTA		R24:02:03:20; 24:03:05:03
TENNESSEE		Rules, Regulations and Minimum Standards - 1976-77, p.21, 25, 96, 99
TEXAS		Policies and Procedures - 3421
UTAH	§53-6-20	
VERMONT		Reference Manual of State Board of Education in Vermont, p.20
WASHINGTON		Bulletin 3-76, 180-84-015 p.3; 180-16 p.6
WEST VIRGINIA		R4200(c)
WISCONSIN		PI8.01(g); PI 11.16
WYOMING		State Board of Education Teacher Certification, Sec. 8(c)(1) Regulations, CE IV Sec. 19
DIST. OF COL.		License IX TSA-15

HIGH SCHOOL GRADUATION REQUIREMENTS

Normally it is the state education agency that specifies the number of credits needed for graduation from high school. Most states require that a student earn between 16 and 18 credits. State that have organized their high schools to include only grades 10 through 12 require completion of a lower number of credits for graduation. In some states students must pass a standardized test in addition to achieving the required credits. Four states, in regulating graduation requirements, give their local board the discretion of adding courses or credit requirements in addition to those set forth in the statute.

Description of Headings for Chart on High School Graduation Requirements

Total Credits Required - A pupil must earn a certain number of credits before he can graduate.

Total Electives - Of the number of credits required for graduation, a certain number is elective.

Pass Standardized Test - The state requires that the pupil pass a standardized test before she/he is awarded a diploma.

Local Requirements Option - The district board may impose additional requirements for graduation.

High School Graduation Requirements - footnotes

(a) Colorado - 18 units in 4-year schools; 14 units in grades 10 through 12.

(b) Colorado - tests may be given at the discretion of school district boards.

(c) Maryland - high school graduation requirements are located in *Principles and Standards: Public Secondary Education in Maryland*, not received before the publication of this study.

(d) Minnesota - at the discretion of the state board.

(e) New Jersey - credits calculated in semester hours.

(f) Utah - credits must be earned in grades 10 through 12.

HIGH SCHOOL GRADUATION REQUIREMENTS

STATES	Total Credits Required	Total Electives	Pass Standardized Test	Local Requirements Option	No Provisions
ALABAMA					x
ALASKA					x
ARIZONA	16	8 1/2			
ARKANSAS					x
CALIFORNIA			Yes	Yes	
COLORADO	(a)		(b)		
CONNECTICUT	—				x
DELAWARE	—				x
FLORIDA	15	7			
GEORGIA	—				x
HAWAII	16	6			
IDAHO	18	6			
ILLINOIS	16		Yes		
INDIANA	16	8	Yes		
IOWA	—			Yes	
KANSAS	17	8			
KENTUCKY	—				x
LOUISIANA	20	10			
MAINE	—				x
MARYLAND	20(c)	6			
MASSACHUSETTS	—				x
MICHIGAN	—				x
MINNESOTA	15	7	(d)		
MISSISSIPPI	16	4			
MISSOURI	20	6			
MONTANA	16	6 1/2		Yes	
NEBRASKA	160 hrs.				
NEVADA	19	5 1/2			
NEW HAMPSHIRE	—				x
NEW JERSEY	92(e)				
NEW MEXICO	—				x
NEW YORK	16	7 1/2	Yes		
NORTH CAROLINA					x
NORTH DAKOTA	17	7		Yes	
OHIO					x
OKLAHOMA	18	10 1/2			
OREGON	21	10			
PENNSYLVANIA	16	4			
RHODE ISLAND	16	4			
SOUTH CAROLINA	18	8			
SOUTH DAKOTA	16	4			
TENNESSEE	18	9			
TEXAS					x
UTAH	15(f)				
VERMONT	16	8			
VIRGINIA					x
WASHINGTON	16	7 1/2			
WEST VIRGINIA					x
WISCONSIN	16				
WYOMING					x
Dist. of Col.	16 1/2	8 1/2			

HIGH SCHOOL GRADUATION REQUIREMENTS CITATIONS

State	Statutes	Regulations
ALABAMA	§16-8-35	
ARIZONA		A7-2-302(E)(3)(b)
CALIFORNIA	§51226	R11520--11522
COLORADO	§22-32-109.5	R202-R-9.08
FLORIDA		R6A-1.95
HAWAII		R-29.3
IDAHO		R-401.2.5
ILLINOIS		Evaluation, Supervision and Recognition of Schools, 4-4.6
INDIANA	§20-10.1-12.1-1	R21-24(rule G-1)
IOWA	§280.14	
KANSAS		R91-2-6(E)
LOUISIANA		Bulletin 741, p.14, 45
MARYLAND		R13.03.01.02
MINNESOTA	§121.11	EDU 43
MISSISSIPPI		Bulletin 171, p.25
MISSOURI		5 CSR 50-340(2)(c)
MONTANA		R48-2.6(10)-S6120
NEBRASKA		R11-(45)
NEVADA		Nevada High School Graduation Requirements (1973), p.1
NEW JERSEY		R6: 27-1.4
NEW YORK		CH II Sec.103; CH II Sec. 100.1
NORTH DAKOTA		Administrative Manual 1973, p.163-164
OKLAHOMA		Annual Bulletin for Elementary and Secondary Schools (1976) p.63
OREGON		R581-22-226
PENNSYLVANIA		R5.91(a)(1)
RHODE ISLAND		Standards for Approval and Accreditation of Secondary Schools in Rhode Island, p.9
SOUTH DAKOTA		R24:03:06:05
TENNESSEE		Rules, Regulations and Minimum Standards - 1976-77, p.82
UTAH		Policies, Procedures, Practices (1976) p.18, 19
VERMONT		Reference Manual of State Board of Education in Vermont, p.17, 228
WASHINGTON		R180-56-061
WISCONSIN		R5.02
Dist. of Col.		R614.6

GENERAL TEACHER CERTIFICATION

In all but two states, certification for teachers is a specifically enumerated prerequisite to employment. There are certain general requirements concerning individual qualifications that are usually necessary for such certification. More than half of the states have character and health requirements and slightly less have citizenship and age requirements. Only one state, Florida, has a residency requirement.

Those states which have examination and/or experience requirements usually provide that they are alternatives to the existing certification requirements. They are generally in lieu of certification requirements rather than in addition to them. In order to maintain one's certification, more than half of the states require the teacher to continue her/his education.

Most states list a undergraduate degree as an prerequisite to certification. Nearly half of the states have graduate degree requirements, although there are often coupled with the provisions concerning continuing education. Many states also require a recommendation from the degree granting institution. Sixteen states have student teaching requirements and an additional ten list student teaching as "authorized".

Authority to promulgate certification standards generally rests with the State Board of Education. A few states, however, provide for the State Superintendent of Education to either share that authority or exercise it entirely. In only two states does the Department of Education bear this responsibility. Fourteen states grant this authority to other designated bodies such as Certification Advisory Committees.

Most states have provisions for permanent and probationary teacher certification. Slightly less than half the states provide for temporary and emergency certification. About half of the states provide for substitute teacher certification, but only ten states have "professional" teacher's certificates.

Almost all of the states provide for suspension/revocation procedures with at least minimal due process guarantees. Most of the states are party to the Interstate Agreement on Qualification of Educational Personnel. In addition many states have other reciprocal agreements for the recognition of out-of-state certificates.

Description of Headings for Chart on General Teacher Certification

Statute and/or Regulation - All general teacher certification requirements specified on this chart are covered by statutes (S) and/or regulations (R).

Prerequisite to Employment - Certification necessary for employment as a teacher

1) Character - A person must be of suitable character to be certified.
2) Health - A person must meet predetermined health standards.
3) Citizenship - Applicants must either be United States citizens or have declared their intention to become citizens within a prescribed period of time.
4) Residency - A provision exists concerning the state residency of a person for certification as a teacher.
5) Age - In order to be granted certification one must fulfill an age requirement.

Exam Required - Examination for certification is required in and of itself, or in lieu of experience or other certification requirements.

Experience Required - Experience required for certification, or may be accepted as an alternative for an examination or other certification requirements.

Continuing Education Requirements - Provisions requiring continuing education for certificate holder.

Degree Requirements - Undergraduate/graduate degrees and/or recommendations from degree granting institution and/or student teaching experience required for certification.

Promulgating Authority

1) State Board of Education - State Board has the authority to promulgate certification requirements.

2) State Superintendent of Education - State Superintendent has the authority to promulgate certification requirements.

3) Department of Education - Department of Education has the authority to promulgate certification requirements.

4) Other - Other designated bodies have promulgating authority concerning certification requirements.

Types of Certificates

1) Permanent - Certificate granted is permanent in status.

2) Probationary - Initial certificate is for a probationary term.

3) Temporary - Temporary certificates are available.

4) Emergency - Certificates may be granted in emergency situations

5) Supervisory - A certificate for supervision is available.

Issuing Body

1) State Board of Education - The State Board of Education issues certificates.

2) State Superintendent of Education - State Superintendent issues certificates.

3) Department of Education - Department of Education issues certificates.

4) Other - Other designated bodies issue certificates.

Suspension Procedures - Provision exists for suspending/revoking teacher certificates.

Reciprocity

1) Interstate Agreement - State is a party to the Interstate Agreement on Qualifications of Educational Personnel.

2) Other - State has other types of reciprocity agreements with other state(s) for the recognition of a teacher's qualifications.

General Teacher Certification - footnotes

(a) Colorado, New Hampshire - examination may be taken as an alternative.

(b) Colorado, Florida, Washington - Experience may be used as an alternative.

(c) Kentucky, Mississippi, Virginia - discretionary.

(d) Minnesota - experience required for renewal.

(e) Georgia - continuing education provided.

(f) Utah - examination optional.

(g) Illinois - student teaching requirement may be waived.

(h) Maryland, Nevada - student teaching permitted.

(i) Pennsylvania - student teaching as an alternative.

(j) Oklahoma - for more than 20 days.

GENERAL TEACHER CERTIFICATION

STATES	STATUTE	REGULATION	PRE-REQUISITE TO EMPLOYMENT	GENERAL REQUIREMENTS					EXAM REQ'D	EXPERIENCE REQ'D
				CHARACTER	HEALTH	CITIZENSHIP	RESIDENCY	AGE		
ALABAMA	S	*	X							
ALASKA	S	R	X		X			X		
ARIZONA	S	R	X	X	X	X			X	
ARKANSAS	S	*	X		X					
CALIFORNIA	S	R		X	X	X		X	X	
COLORADO	S	R	X	X					X(a)	X(b)
CONNECTICUT	S	R	X	X	X	X		X		
DELAWARE	S	*	X							
FLORIDA	S	R	X	X	X	X	X	X		X(b)
GEORGIA	S	R	X	X						
HAWAII	S		X							
IDAHO	S	R	X	X	X	X		X		
ILLINOIS	S	R	X	X	X	X		X	X	
INDIANA	S	R	X							
IOWA	S	R	X							
KANSAS	S	R	X		X					
KENTUCKY	S	R	X	X				X	X(c)	
LOUISIANA	S	R	X							
MAINE	S		X	X	X					
MARYLAND	S	R	X		X					
MASSACHUSETTS	S	R	X	X	X	X				
MICHIGAN	S	R	X					X		
MINNESOTA	S	R	X	X	X					X(c)
MISSISSIPPI	S	R		X	X	X		X	X(c)	
MISSOURI	S	R	X	X	X				X	
MONTANA	S	R	X	X	X	X		X		X
NEBRASKA	S	R	X	X	X	X				
NEVADA	S	R	X		X	X			X	
NEW HAMPSHIRE	S	R	X						X(a)	
NEW JERSEY	S	R	X			X		X	X	
NEW MEXICO	S	R	X		X	X				
NEW YORK	S	R	X	X		X		X	X	
NORTH CAROLINA	S	R	X		X				X	
NORTH DAKOTA	S	R	X	X		X				
OHIO	S	R	X	X						
OKLAHOMA	S	R	X							
OREGON	S	R	X	X	X			X		
PENNSYLVANIA	S	R	X	X	X	X		X		
RHODE ISLAND	S	R	X	X					X	
SOUTH CAROLINA	S	R	X		X	X		X	X	
SOUTH DAKOTA	S	R	X		X	X		X		
TENNESSEE	S	R	X	X	X			X		X
TEXAS	S	R	X	X	X	X		X	X	
UTAH	S		X	X	X			X	X(f)	X
VERMONT	S	R	X							
VIRGINIA	S	R	X		X				X(g)	
WASHINGTON	S	R	X	X	X	X		X		X(b)
WEST VIRGINIA	S	R	X	X	X	X		X	X	
WISCONSIN	S	R	X		X				X	
WYOMING	S	R	X	X		X		X	X	
DIST. OF COL.	S	R	X	X	X			X		X

*Regulations not received before completion of this study.

GENERAL TEACHER CERTIFICATION

STATES	CONTINUING EDUCATION REQUIREMENTS	DEGREE REQUIREMENTS				PROMULGATING AUTHORITY			
		UNDER-GRADUATE	GRADUATE	RECOMMEND-ATION	STUDENT TEACHING	S.B.E.	S.S.E.	DEPARTMENT OF EDUCATION	OTHER
ALABAMA	X					X	X		
ALASKA	X	X		X	X	X			
ARIZONA		X	X		X	X			X
ARKANSAS						X			
CALIFORNIA	X	X	X	X	X				X
COLORADO	X	X	X	X	A	X			X
CONNECTICUT	X	X	X	X		X			X
DELAWARE						X			
FLORIDA	X	X	X			X			
GEORGIA	(e)					X	X		X
HAWAII		X	X					X	
IDAHO		X		X	A	X			
ILLINOIS		X	X		(c)				
INDIANA									X
IOWA	X	X	X	X	X	X			
KANSAS	X	X		X	X	X			
KENTUCKY	X	X	X		X	X			X
LOUISIANA	X	X	X	X		X			
MAINE	X					X			
MARYLAND	X	X			(h)	X	X		X
MASSACHUSETTS		X			X	X			
MICHIGAN	X	X	X		A	X			
MINNESOTA	X				X	X			
MISSISSIPPI	X	X				X			
MISSOURI		X				X			
MONTANA	X	X	X		X	X			
NEBRASKA	X	X		X		X			
NEVADA		X	X		(h)	X			
NEW HAMPSHIRE		X	X			X			X
NEW JERSEY	X	X			X	X			
NEW MEXICO	X	X	X	X	A	X			
NEW YORK		X			X		X		
NORTH CAROLINA	X	X	X		A	X			X
NORTH DAKOTA	X	X			A		X		
OHIO	X	X			X	X			
OKLAHOMA		X			A	X			X
OREGON		X			A				X
PENNSYLVANIA	X	X	X		(i)	X		X	X
RHODE ISLAND	X	X				X			
SOUTH CAROLINA	X	X	X	X	A	X			
SOUTH DAKOTA	X	X	X	X		X			
TENNESSEE					A	X			
TEXAS		X	X	X	X	X			
UTAH				X	X	X			
VERMONT						X			
VIRGINIA						X			
WASHINGTON	X	X	X	X		X			
WEST VIRGINIA	X	X	X	X	A	X			
WISCONSIN		X		X	X		X		X
WYOMING	X	X	X			X			
DIST. OF. COL.	X	X			X	X			

S.B.E. - State Board of Education

S.S.E. - State Superintendent of Education

A. - Authorized

GENERAL TEACHER CERTIFICATION

STATES	TYPES OF TEACHER CERTIFICATION						ISSUING BODY				SUSPENSION	RECIPROCITY	
	PERMANENT	PROBATIONARY	TEMPORARY	EMERGENCY	SUBSTITUTE	PROFESSIONAL	SBE	SSE	DEPARTMENT OF EDUCATION	OTHER	PROCEDURE	INTRA-STATE AGREEMENT	OTHER
ALABAMA			X	X							X		
ALASKA	X			X		X		X	X		X	X	
ARIZONA	X	X	X	X	X		X				X		X
ARKANSAS											X		
CALIFORNIA	X	X	X	X	X					X	X	X	X
COLORADO	X	X	X	X		X			X		X		X
CONNECTICUT	X	X	X	X	X						X	X	
DELAWARE	X	X	X	X	X						X	X	
FLORIDA	X	X	X	X	X				X		X	X	X
GEORGIA	X	X								X	X		
HAWAII	X				X				X		X	X	
IDAHO	X	X		X			X				X	X	X
ILLINOIS	X	X	X		X			X		X	X		X
INDIANA					X					X	X	X	X
IOWA	X	X	X	X	X	X	X				X		X
KANSAS	X	X			X		X				X		X
KENTUCKY	X	X		X	X	X		X			X	X	X
LOUISIANA	X	X	X			X			X		X		X
MAINE								X				X	X
MARYLAND	X	X				X		X				X	X
MASSACHUSETTS							X		X		X	X	
MICHIGAN	X	X		X	X		X				X	X	X
MINNESOTA	X						X	X			X	X	X
MISSISSIPPI			X	X	X					X	X		X
MISSOURI							X			X	X		
MONTANA	X	X		X		X		X			X		
NEBRASKA	X	X		X	X	X		X			X	X	X
NEVADA	X	X		X	X		X				X		
NEW HAMPSHIRE	X	X			X			X			X	X	
NEW JERSEY	X	X	X	X	X					X	X	X	
NEW MEXICO	X	X		X	X		X				X		X
NEW YORK	X	X			X			X		X	X	X	X
NORTH CAROLINA	X	X	X									X	X
NORTH DAKOTA	X	X	X					X		X	X		
OHIO	X	X	X		X	X					X	X	X
OKLAHOMA					(1)						X	X	
OREGON	X	X								X	X		
PENNSYLVANIA	X	X	X	X					X		X	X	X
RHODE ISLAND							X	X			X	X	
SOUTH CAROLINA	X	X	X	X						X	X	X	X
SOUTH DAKOTA	X				X			X			X	X	
TENNESSEE	X	X	X				X	X		X	X		X
TEXAS	X	X	X	X				X			X		X
UTAH	X						X				X	X	X
VERMONT												X	X
VIRGINIA			X		X							X	
WASHINGTON	X	X	X	X	X						X	X	X
WEST VIRGINIA	X	X	X	X	X			X			X	X	
WISCONSIN	X	X	X		X	X		X			X	X	
WYOMING	X	X		X	X					X	X		
DIST. OF COL.	X	X	X				X				X		

EXISTING CERTIFICATION REQUIREMENTS BY JOB TITLE

STATE	STATUTES	REGULATION
ALABAMA	§§16-4-1; 16-23-1; 16-9-2:	
ALASKA	§§60-11c; 60-217	4 AAC 12.040; 4 AAC 12.100; 4 AAC 12.070; 4 AAC 12.040 -- 4 AAC 12.060:
ARIZONA		R7-2-308; 7-2-401
ARKANSAS	§§80-11c; 80-217	
CALIFORNIA	§§1205-1212; 44260; 44266; 44265; 44274; 56531; 44271; 89220 -- 89223; 44253.5; 44253.6; 52163; 8360 -- 8370; 44232; 44360	R6550 -- 6552; 6400 -- 6431; 5926; 5936.6; 5936.4; 6120 -- 6124; 6130 -- 6152; 6170 -- 6187; 5931 -- 5936.1; 6570 -- 6604; 18101; 18120 -- 18126; 5936.5; 6355 -- 6363; 6370 -- 6375; 12065 -- 12070; 17904; 17941
COLORADO	§§22-2-110; 22-60-104	2260-R-5.06; 2260-R-6.01; 2260-R-5.07; 2260-R-8.02 -- 2260 - R-8.04; 2260-R-2.05; 2260-R-3.01; 2260-R-6.01; 2260-R-6.02; 2260-R-7.01 -- 2260-R-7.06; 2220-R-1.09; 2220-R-7.04; 2260-R-2.03; 2260-R-6.03; 2260-R-6.13; 222-R-5.01
CONNECTICUT	§10-146f	R10-146-95-101; 10-146-96-98; 10-146-82a-82c; 10-146-75-77; 10-146-83-84; 10-146-86-95; 10-146-10-15; 10-146-16-20; 10-146-24-26b; 10-146-21-23; 10-146-27-50; 10-146-52a-52c; 10-146-51-52
DELAWARE	§107	
FLORIDA	§§231.15; 231.61; 231.141	R6A-4-7; 6A-4-31; 6A-4-16; 6A-4.07-35; 6A-4.07-14; 6A-4.07-23; 6A-4-21; 6A-4-38; 6A-4-40 -- 6A-4-44
GEORGIA	§§32-502; 32-1004; 32-1006; 32-2802; 32-655a	R50-1310; 50-1114; 50-114; 50-124; 50-1200
HAWAII	§301-23	
IDAHO	§§33-513; 33-2303	Certification Standards for School Personnel (1976) - §301.3 State Board of Education Policy Manual for Public Schools - P. 13, 16, 18-20, 21-23, 26-35, 30, 31, 33, 40
ILLINOIS	§§3-1; 10-22.8; 21-2; 21-2.1; 21-3; 21-5; 14-9.01; 10-22.17; 21-11	XII; XI; IV; I; II; VII; IX; XIII Requirements of State Teacher Certification Board - February 1975
INDIANA	§§20-2-5-1; 20-1-6-3; 20-10-20-8; 20-10.1-5; 20-10.1-5.2	R23-14; 23-13; 23-11; 23-10; 23-12; 23-2; 23-3; 21-46; 23-8; 23-9; 23-14 -- 23-16; 21-19
IOWA	§§257.11; 256.5; 257.22; 257.25; 260.6; 260.17; 281.3	R670-15.28(257); 670-15.4(257); 670-15.8(257); 670-15.6(257); 670-15.24(257); 670-15.30(257); 670-15.23 -- 670-15.26; 670-15.36(257) 670-16.4(257); 670-15.31(257); 670-15.40(257); 670-15.17 -- 670-15.20(257) 670-5.2(280); 670-15.32(257); 670-15.38 (257)
KANSAS	§§72-962; 72-1381; 72-1106	R91-1-22; 91-1-7; 91-1-23; 91-1-5; 91-1-3; 91-1-2; 91-1-9
KENTUCKY	§§160.350; 155.080; 157.250; 161.044	704 KAR 20:160; 704 KAR 20:130; 704 KAR 20:155; 704 KAR 20:125; 704 KAR 20:145--704 KAR 20:155 704 KAR 20:180 -- 704 KAR 20:190; 704 KAR 20:065; 704 KAR 20:198 -- 704 KAR 20:205; 704 KAR 20:230 -- 704 KAR 20:255; 704 KAR 20:215 -- 704 KAR 20:220
LOUISIANA		Part III, p. 14-15 Part VIII, p. 39, 40 42-44, 45 Part IX p. 46a-c; Part V p. 21-25 Part VII, p. 31 - 38; Part X p. 52-68
MAINE	§§160;55	Education of Handicapped Children-Sec. 10
MARYLAND	§§23;57;102	R13.04.01.05; 13.04.01.17
MASSACHUSETTS	§§CH71 §38G; 38C CH78 §22; 29; 25 CH 69 §5	R-69V; R-30; R-22; R-15; R-11; R-25; R-39§10; R-5; R-21
MICHIGAN	§§380.1233; 380.1246; 380.651; 380.1251; 380.1531; 388.1023 -- 388.1024; 380.1703; 380.1157; 380.1293	R340.1151 -- 340.1156; R390.1301 -- 390.1305; 340.1011; 388.421 -- 388.426; 390.1126; 390.1133; 39.1127; 340.1749 -- 340.1794; 388.413 -- 388.415; 390.1161 -- 390.1167; 390.1105
MINNESOTA	§§125.03; 125.16	EDU 330, 327, Teacher Licensing Handbook (1976) - p. 5, 11, 13, 17, 19, 24, 31-34, 52-54, 59,60

GENERAL TEACHER CERTIFICATION CITATIONS

State	Statutes	Regulations
ALABAMA	§16-23-1; 16-23-7 -- 16-23-16; 16-23-3; 16-23-2; 16-23-4;	
ALASKA	§14.20.010; 14.20.020; 14.20.620 -- 14.20.650.	4AAC 05.060; 4AAC 12.610; 4AAC 42.030; 4AAC 06.050; 4AAC 12.020; 4AAC 12.070; 4AAC 12.045
ARIZONA	§§15-234; 15-233; 15.102; 15.208; 1191-95	R7-2-401; R7-2-401(5); R7-2-201(b)
ARKANSAS	§§80-1209; 80-1210; 80-114; 80-1208; 80-113; 80-1228	
CALIFORNIA	§§44273; 44335; 44320; 44336; 44259; 44335; 44280; 44450 -- 44467; 44251; 44332; 44253; 44254; 44225; 44202; 44263; 44264; 44420 -- 44437; 12500	R5505; 6027; 6050; 6053; 6033; 5931; 6011; 6620 -- 6624; 5931; 5941 -- 5950; 5932; 5922; 6000; 6058; 5930; 6630 -- 6656; 5920- 5920.8; 6006; 5951; 6075 -- 6047; 6670
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DIST. OF COL.	§§31-1511; 31-1522 31-1531; 31-1533; 31-1801	Reg.CH XVIII§1.0; R-4.5; R-13.2; R-14.0; R-13.0; R-3.0; R-4.0 License II, TSAIS License III, TSAIS

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MISSOURI	§§Art IX §2b Missouri Constitution	5CSR 50-340.010; 5CSR 80-800.010; 5SCR 50-820.120; 5SCR 70-742.120; 5SCR 50-100.040
MONTANA	§§75-5702; 75-5602; 75-6006	A48-2.10 (10) - S10120; 48-2.10(10) - S10150; 48-2.10(6) - S10090; 48-2.10(10) - S10110; 48-2.18(34) - S18520; 48-2.18(34)-S18630; 48-2.10(10) - S10130; 48-2. 26(46)-S26780
NEBRASKA	§§79-331; 79-1225; 79-311; 79-1233	A21-(15) -- 21(34); A21-(8); A11-(28); R21-(7); R3-(5); R51-(7); R21-(61-64); R11-(26)
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UTAH	§§53-3-1; 53-6-11; 53-2-15; 53-19-1; 53-18-2	
VERMONT	§§16-211; 16-301; 16-2946; 16-213	CH II §L p. 41-53 Long Range Goals for Vocational Education in Vermont - (1976)
VIRGINIA	§§22-22; 22-217.5	CH 6§1p. 13; CH 3 § III p. 6; CH 15 § p. 54; CH 22 §III p. 84 CH 29 §III p. 101
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WISCONSIN	§§115.80; 115.85; 118.15	PI 3.10; 3.20; 3.03; 10.05; 11.15
WYOMING	§21.1-14	CH III §4; CH III §5; CH III §8; CH III §6
DIST. OF COL	§§31-1511; 31-1522	R-210.1 -- 210.3; 11.2; 12.3; 12.4; 457.5(f) Lic. X TSAIS " IX " " " VIII " " " I " " " XIV " " " II " " " XVIII" " " XVI " "

EXISTING CERTIFICATION REQUIREMENTS BY JOB TITLE

In slightly less than half of the states, the state superintendent and her/his assistants must be certified. In nearly all states regional and local superintendents are required to be certified. This is also true for principals and assistant principals.

In almost all states, specialists (i.e., psychologists, counselors, social workers, etc.) are required to be certified in order to work in the public schools.

In most states teachers are required to be certified in the specific areas, i.e., pre-school, elementary, junior high and secondary education, in which they intend to teach.

Special education and vocational education teachers in most states require certification to teach, whereas fewer than half the states require bilingual and adult education teachers to be certificate holders. Only six states require compensatory education teachers to be certified. More than half of the states either require or authorize teacher aides to hold certificates.

Description of Headings for Chart on Existing Certification Requirements by Job Title

Statute and/or Regulation - All certification requirements specified on this chart are covered by statutes (S) and/or regulations (R).

Administrative Officers

1) State/Assistant State Superintendent
2) Regional/Local Superintendent
3) Principals/Assistant Principals

Required to hold certificate

Professional/Specialists

1) Psychologists
2) Counselors
3) Social Workers
4) Others

Required to hold certificate

Teachers - General Areas

1) Pre-School
2) Elementary
3) Junior High
4) Secondary

Required to hold certificate

Teachers - Special Subject Areas

1) Special
2) Vocational
3) Bilingual
4) Compensatory
5) Adult
6) Aides

Required to hold certificate

EXISTING CERTIFICATION REQUIREMENTS BY JOB TITLE

STATES	STATUTE	REGULATION	STATE SUPER-INTENDENT	ASSISTANT STATE SUPER-INTENDENT	REGIONAL SUPER-INTENDENT-EDUCATION	LOCAL SUPER-INTENDENT-EDUCATION	PRINCIPALS	ASSISTANT PRINCIPALS
ALABAMA	S	*	X	X	X	X	X	X
ALASKA	S	R	X					
ARIZONA	S	R						
ARKANSAS	S	*	X		X			
CALIFORNIA	S	R			X	X	X	X
COLORADO	S	R	X					
CONNECTICUT	S	R			X	X		
DELAWARE	S	*	X					
FLORIDA	S	R					X	X
GEORGIA	S	R	X		X			
HAWAII	S							
IDAHO	S	R			X	X	X	
ILLINOIS	S	R		X	X	X	X	X
INDIANA	S	R			X	X	X	X
IOWA	S	R	X	X	X	X	X	X
KANSAS	S	R		X	X	X	X	X
KENTUCKY	S	R			X	X	X	X
LOUISIANA	S	R			X	X	X	X
MAINE	S	R		X	X	X		
MARYLAND	S	R	X	X	X	X	X	X
MASSACHUSETTS	S	R			X	X	X	X
MICHIGAN	S	R	X		X	X		
MINNESOTA	S	R		X	X	X	X	X
MISSISSIPPI	S	R		X	X	X	X	X
MISSOURI	S	R	X			X	X	X
MONTANA	S	R	X	X	X	X	X	X
NEBRASKA	S	R	X	X	X	X	X	X
NEVADA	S	R	X	X	X			
NEW HAMPSHIRE	S	R	X	X	X	X	X	X
NEW JERSEY	S	R		X	X	X	X	X
NEW MEXICO	S	R	X	X	X	X	X	X
NEW YORK	S	R		X	X	X	X	X
NORTH CAROLINA	S	R			X	X	X	X
NORTH DAKOTA	S	R		X	X	X	X	
OHIO	S	R		X	X	X	X	X
OKLAHOMA	S	R	X	X	X	X	X	X
OREGON	S	R			X	X		
PENNSYLVANIA	S	R			X		X	
RHODE ISLAND	S	R				X	X	X
SOUTH CAROLINA	S	R			X		X	X
SOUTH DAKOTA		R			X	X	X	
TENNESSEE	S	R	X	X	X	X	X	
TEXAS	S	R	X		X	X		
UTAH	S		X			X		
VERMONT	S	R	X		X	X		
VIRGINIA	S	R	X		X	X	X	X
WASHINGTON	S	R			X	X	X	X
WEST VIRGINIA	S	R	X		X			
WISCONSIN	S	R			X	X	X	X
WYOMING	S	R			X	X	X	
DIST. OF COL.	S	R			X		X	X

* Regulations not received before completion of the study.

EXISTING CERTIFICATION REQUIREMENTS BY JOB TITLE

STATES	PROFESSIONAL/ SPECIALISTS				TEACHERS - GENERAL AREAS				TEACHERS - SPECIAL SUBJECT AREAS					
	PSY-CHOLOGISTS	COUN-SELORS	SOCIAL WORK-ERS	OTHERS	PRE-SCHOOL	ELEM-ENTARY	JR. HIGH	SECON-DARY	SPECIAL	VOCATIONAL	BI-LINGUAL	COMPEN-SATORY	ADULT	AIDES
ALABAMA					X	X	X	X						
ALASKA	X	X	X	X						X				
ARIZONA									X	X			X	
ARKANSAS														
CALIFORNIA	X	X	X	X	X	X		X	X	X	X	X	X	X
COLORADO	X	X	X	X	X	X			X	X	X			
CONNECTICUT	X	X	X	X		X		X	X	X	X		X	
DELAWARE														
FLORIDA	X	X		X	X	X	X	X	X	X			X	X
GEORGIA				X		X	X	X	X	X				X
HAWAII									X					
IDAHO	X	X	X	X	X	X		X	X	X				X
ILLINOIS	X	X	X		X	X		X	X	X	X		X	X
INDIANA	X	X	X	X	X	X	X	X	X	X	X		X	
IOWA	X	X		X	X	X	X	X	X	X	X	X	X	X
KANSAS		X	X	X	X	X	X	X	X	X	X	X	X	X
KENTUCKY		X	X	X	X	X	X	X	X	X				X
LOUISIANA	X	X		X	X	X		X	X	X	X			
MAINE	X	X	X	X	X	X		X	X	X	X	X	X	X
MARYLAND	X	X		X	X	X	X	X	X	X				
MASSACHUSETTS	X	X		X	X	X	X	X	X	X	X			
MICHIGAN	X	X	X	X	X	X		X	X	X	X		X	X
MINNESOTA	X	X	X	X	X	X	X	X	X	X	X			X
MISSISSIPPI	X	X		X	X	X	X	X	X	X	X		X	X
MISSOURI	X	X		X	X	X		X	X	X		X	X	X
MONTANA	X	X	X	X		X		X	X	X			X	
NEBRASKA	X	X		X		X		X	X	X				X
NEVADA	X	X	X	X		X	X	X	X	X				X
NEW HAMPSHIRE	X	X	X	X	X	X	X	X		X				X
NEW JERSEY	X	X	X	X	X	X			X	X	X	X	X	X
NEW MEXICO		X	X	X	X	X	X	X	X		X		X	X
NEW YORK	X	X	X	X	X	X		X	X	X	X		X	X
NORTH CAROLINA	X	X	X	X	X	X		X	X	X				
NORTH DAKOTA	X	X	X	X	X	X		X	X					X
OHIO	X	X	X	X	X	X	X	X	X	X			X	X
OKLAHOMA	X	X		X	X	X	X	X	X	X			X	X
OREGON					X	X		X	X					X
PENNSYLVANIA	X			X	X	X		X		X	X		X	X
RHODE ISLAND	X		X	X	X				X		X			X
SOUTH CAROLINA	X	X		X	X	X	X	X	X	X			X	X
SOUTH DAKOTA	X	X		X	X	X		X	X	X				X
TENNESSEE	X	X	X	X	X	X	X	X	X	X				
TEXAS	X	X		X	X	X	X	X	X	X	X		X	X
UTAH				X	X	X	X	X	X					
VERMONT	X			X					X	X				X
VIRGINIA									X					
WASHINGTON	X		X	X	X	X		X		X	X		X	
WEST VIRGINIA					X				X					X
WISCONSIN	X	X	X	X	X	X		X	X	X				X
WYOMING	X	X	X	X	X	X	X	X	X	X	X			
DIST. OF COL.	X	X	X	X		X	X	X	X		X		X	X

* Authorized

OTHER ISSUES

Some additional questions in the working relationship between Prime Sponsors and LEAs identified by the project advisory committee were:

1) Who makes accreditation decisions? How can an alternative education program be accredited?
2) Who authorizes establishment of GED programs?
3) Who makes decisions regarding the use of a school's resources? Who decides whether or not a school can be used as a worksite?
4) How are funding decisions made? Who makes them? What are the funding cycles?

Although state-specific data are not available, the following general information may be helpful.

Accreditation. In general, the state board of education sets minimum standards for local schools regarding elementary-secondary curreulum offerings, teacher certification, teacher-pupil ratio, number of school days per year, etc. Failure to meet these minimum requirements could mean nonrecongnition of the school district and/or loss of state aid. Similarly, post-secondary institutions must meet the minimum standards established by their governing boards.

In addition to meeting minimum state requirements, many schools opt to apply for accreditation through one of the ten regional accrediting associations such as the North Central Association of Colleges and Schools. Standards for accreditation are generally higher than the minimum requirements established by the governing board, so accreditation enhances the prestige of the school district or post-secondary institution. Individuals seeking accreditation for an alternative education program could apply to the regional accrediting association in their area.

General Equivalency Diploma (GED) GED programs are authorized by the state board of education upon recommendation by the state education agency. The SEA also monitors GED programs.

Use of School Resources. The local board of education and the local superintendent and building principal are all involved in making decisions about use of school resorces at the elementary-secondary level. In post-secondary institutions, the governing board and school administration are involved in these decisions.

Funding. The state board of education, through the state education agency, distributes federal and state education funds to local districts. The amount to be received by each district depends upon such factor as: total number of students attending, number of handicapped and/or disadvantaged students attending, and whether or not schools meet minimum state board standards. Funding cycles vary from state to state. State post-secondary schools receive state funds and set tuition rates through the state legislature, with recommendations from the state post-secondary education board(s). Alumni contributions are another revenue source. Governing board and administration decide how funds will be used.

Summary. The final section of this report has presented information on four specific issues related to CETA/LEA collaboration for the fifty states. Less detailed information has been given for other questions related to this area.

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YOUTH EMPLOYMENT TRAINING PROGRAMS
AND THE URBAN SCHOOL

The Council of the Great City Schools

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Introduction

The passage of the Youth Employment Demonstration Projects Act in August of 1977 marked a new era for school systems nationwide. By congressional mandate, local CETA prime sponsors were to work with local education agencies in the planning and delivery of community youth employment services to teens ages 14 to 21. The purpose of the Act was twofold: to assist school age youth in the transition from education to work, and to promote local institutional collaboration to that end. It is the intent of this document to provide an informal review of the activities which this piece of legislation has stimulated within the urban education community to date.

Through its Department of Labor funded Youth Employment Assistance Project, The Council of the Great City Schools, a coalition of twenty-eight of the largest urban school systems nationwide, has been able to work with its member districts in their implementation of Youth Employment Training Programs (currently, CETA, Title IV A, 3) during fiscal year 1979. Consequently, the experience which forms the basis of the discussion to follow shall be theirs, with the Atlanta, Chicago, Dade County, Pittsburgh and Portland systems highlighted in the profiles which form the body of this document.

Although YEDPA was signed into law in August of 1977, implementation of the programs it authorized did not begin at the level of the local prime sponsor until at least January of 1978. Most school systems were not involved in the planning process until the spring of that year. Inadequate access to program information and a desire on the part of both LEA and prime sponsor to begin program services as rapidly as possible inhibited extensive planning exercises. Instead, YETP programs were put in place largely on the schools' past experience. Neighborhood Youth Corps, summer jobs programs, and vocational programming formed in most instances the models for program design and provided the institutional mechanisms for service delivery. To the extent, then, that time constraints initially inhibited implementation of the law, its institutional impact was somewhat delayed. However, one benefit was immediately evident. Additional resources were made available to provide jobs to teens otherwise unable to bridge the social barriers to employment.

And yet, there were certain local developments which the new law immediately stimulated. To begin with, the Congressional mandate that prime sponsors spend at least 22% of their YETP allocations by subcontract with local educational agencies brought face-to-face city governments and schools which in many instances, had had minimal contact in the past. The need to arrive at LEA-prime sponsor agreements forced the two parties to discuss their respective priorities; it served, too, to bare mutual prejudices and misconceptions. Simple differences in internal operating procedures were of necessity clarified and codified. In short, the imperative to negotiate created with it a need to communicate -- to explore differences in institutional assumptions, procedures, and objectives. By no means was the process without conflict; but progress was made in the very act of confrontation.

The benefits which were to make themselves apparent over the year to follow were several. The disparate language and values of the education and manpower communities would become more comprehensible to each, and therefore allow for improved negotiations. In those cities where city and school staff turnover had broken old NYC ties, fresh working relationships between city and school administrators would begin to develop. And, the need to rationalize and codify school operating procedures for prime sponsor negotiations would better prepare the LEA to enter into agreements with other local agencies.

Aside from the improvements in institutional communication which the legislation promoted, it spurred several immediate changes in the delivery of school-based employment services. The requirement that schools design their services to meet prime sponsor specifications resulted in heightened attention on the part of educators to a traditionally manpower-oriented set of concerns. Incorporation of occupational interest and aptitude testing into program intake services was one result. Increased efforts to coordinate program training and job sites with local manpower needs was another. More attention was devoted to work site development than had formally been the case under NYC and the summer jobs programs. Although requirements for program participation were restricted technically only by income, in many instances prime sponsors and LEA's together sought to meet the intent of the law by targeting program services to the drop-out prone and those with special employment needs. The result was better outreach mechanisms to insure the enrollment of those who might benefit most from YETP participation. And, the interest of prime sponsors in the award of academic credit for YETP work experiences generated LEA review of the practice.

But the school changes promoted by YEDPA were by no means only externally imposed. In the process of preparing to administer the programs funded by the new law, LEA's were afforded the opportunity to review their efforts with the "high risk" population YETP was to serve, and by virtue of the law's employment objectives, to consider the role played by the larger communal environment in these youth's inability to cope with the school experience. In effect, the schools were led to explore the relation of their students' education and employment needs, and to consider new types of services which might be provided to meet them.

Clearly, support services would be needed before attention could be devoted to improving participants' academic and vocational skills. Therefore, in developing the supplemental services authorized under YETP to improve student "employability", schools brought educational expertise to bear on an array of manpower concerns. Assessments were made of the social and informational needs handicapping the program's target population from successful school and work participation, and the results were innovations in curricula and counseling. Implementation of the YETP programs, then, provided schools the opportunity to reconsider and respond to the needs of a population traditionally underserved.

The school-based employment programs which resulted from this decentralized national initiative are of course diverse, but some generalizations can be made about them. In nearly all of the programs traditional work experience is complimented by some mix of counseling and classroom services designed to develop participant "job-readiness". Assistance is provided students in improving self-concept, motivation, and interpersonal skills; developing awareness of the social requisites associated with success in school and work; examining the relation of education and work; exploring occupational options, and beginning personal and career planning.

The design of in-school YETP programs depends in good measure upon the clientele the programs serve. Where schools and prime sponsors have attempted to reach special populations -- the drop-out prone, 14-15 year olds, the handicapped, or the bilingual -- counseling and curricular services tend to concentrate primarily on the developmental, motivational, and social needs of students; YETP becomes a pre-employment experience. Where, however, YETP income eligibility requirements constitute the only restriction to program participation, the program tends to serve a population considerably more "job ready", including numbers of vocational and college-bound students; the experiences which YETP provides in these instances ranges into the realm of pre-professional internships. In some areas, a set of graded or sequential services is provided to allow for participants' occupational growth; but in most cases pressures to start up programs have not allowed for this degree of specialization.

The determination of who among the students eligible to enroll in YETP the program actually serves depends on a number of variables. A specific concern on the part of the prime sponsor or LEA administrators involved with running the program may result in the selection of a specific target population and the establishment of the appropriate outreach services. In those school systems where career education plays a vital role, efforts are generally made to involve younger students. Community interest may be directly reflected in program planning, particularly in the area of services for the bilingual; or, community pressure may inhibit targeting efforts beyond the minimum income restrictions embodied in the law. The presence of an Entitlement program (CETA, Title IV A, 1) generally relieves the worst of the pressure to provide area jobs, and thus allows for the development of more enriched services for specific populations.

In the profiles to follow, the YETP programming efforts of five urban public school systems — specifically, Atlanta, Pittsburgh, Dade County (Miami) Chicago, and Portland — will be examined in order to provide an overview of the types of school-based initiatives YEDPA has promoted. The five systems have been selected from Council membership as a representative sample of such efforts. Each profile will trace briefly the context in which implementation of the program proceeded, and then focus on a particular aspect of program development in which the system has distinguished itself. In Atlanta, the role of counseling in the YETP program is considered; in Pittsburgh a curriculum developed specifically for YETP participants is profiled; in Dade County an example of a coordinated YETP-vocational education program is discussed; in Chicago a YETP-funded private sector vocational exploration component is contrasted with the schools' public sector YETP program; and in Portland the role of city-school collaboration in effective YETP programming is explored.

The concluding section of this monograph considers the extent to which the concerns of YETP's authorizing legislation have been met in its school-based implementation. The experiences of the Council's 28 member urban school districts form the basis for a short analysis of YETP performance in the areas of: program administration and staffing; CETA-vocational education coordination; targeting of program services; income eligibility criteria; work site development in the public and private sectors; counseling and curricula; the award of work experience credits; post program placement and follow-up; participant outcomes; and local institutional coordination. From these observations, recommendations for future program development initiatives are drawn. Appendix A provides program data on the YETP projects discussed in the body of this document; Appendix B provides basic demographic data on the city school systems profiled; and Appendix C provides background information on The Council of the Great City Schools.

THE ATLANTA IN-SCHOOL YETP PROGRAM:
THE COUNSELING INTERVENTION

In a recent talk with a group of Atlanta high school students, Dr. Curtis Henson, Assistant Superintendent for Vocational Education and Special Services, took an informal poll of his audience's perceptions of the job market facing them upon graduation. A show of hands revealed nearly half the group of the opinion that an hourly wage of $3.00 was good pay. (Few, however, were equally enthusiastic with the $5,000 a year he demonstrated a $3.00 an hour wage to yield). By his estimate, 95% of the group believed there were too few jobs in Atlanta for them. His statement that a count of want ads in the Sunday paper revealed over 2400 employment opportunities in the Atlanta metropolitan area generated little response from the students.

Issues of skills training and employment opportunities aside, the attitude of this group of Atlanta teenagers is typical of that of millions of other school-age youth in cities across the country. For those youth who have never been able to find work, the job market is viewed with suspicion, if not outright hostility; for those unemployed youth who have had difficulty performing in school, this ignorance is compounded by a conviction that, like school, employment will provide the occasion for another experience of failure. It is this attitudinal barrier which the Atlanta in-school YETP program attempts to bridge.

When notice of the availability of new CETA youth employment monies was first received, the Atlanta Public Schools began planning a project based on its long history of work experience programs. Since the advent of the Neighborhood Youth Corps program in 1965, the system had operated programs of the NYC model, drawing on a number of funding sources, including CETA Title II. Every summer since '65 APS had managed a large portion of the city's summer jobs program. But as much as past experience had prepared Atlanta to design and administer the new YEDPA program, it also suggested the need for several changes:

First, the program was to be concentrated. An informal rating scale was established to rank Atlanta High schools based on AFDC, attendance and achievement records. Eight high schools were thus selected to participate.

Second, program services were to be targeted. An initial plan prepared by APS's vocational staff was turned down by Superintendent Alonzo Crim on the objection that it served the "same kids" again. At his urging guidelines were established to select for the "high risk" or "drop-out prone" student not receiving any special program or counseling services.

Third, NYC and SPEDY experiences pointed APS staff to be needed for revising program objectives and intensifying services. Guided by the language of the law, objectives relating to school- and job-readiness were established, and plans for intensive counseling services developed to reach them.

The Atlanta in-school YETP program, then, is designed to address the needs of the eleventh grader who exhibits the characteristics of a potential drop-out — low achievement and/or poor attendance. The population served may be depicted as follows: all of the group meet program income eligibility requirements — their families' annual income is at or below 85% of the Lower Living Standard. Enrollment priority is granted to those students who are children of or are themselves single parents, and to AFDC recipients and public housing residents. While the group is nearly evenly distributed between males and females, it is 98% black and 2% white. Five percent of those participating are handicapped, mentally or physically.

Putting the data aside, a more suggestive profile of the participants may be drawn. The Atlanta YETP student is displaced — at home and in school. Participants' family situations are frequently unstable. Severe financial difficulties often result in parental pressure to drop out or stay out of school to work or to care for younger siblings. And, school experience provides students little in the way of emotional compensation. Instead, failure to participate and to perform has isolated these students from any conceivable measure of school support. A number of participants enrolled in the program with grade point averages of 0.0; many had attendance records of 25%. Reading deficiencies inhibit them from an effort to reinvolve themselves in classroom activities; and little to no support has been extended to assist them in confronting home and school difficulties. Experience has taught these teens to see themselves as failures in an adult world and there is little reason for them to adjust their personal expectations and behavior to any other end.

To meet the needs of this group of students, the City of Atlanta and the Atlanta Public Schools set YETP program objectives of the following order:

1) To improve participant self-concept so as to improve motivation to peform in school and on the job;
2) To demonstrate the relation of performance in school and work and to emphasize the behaviors required for success at each;
3) To improve awareness of social requisites in dress and demeanor, to develop interpersonal skills, and to provide assistance with basic communication and computation skills;
4) To stimulate interest in career exploration and planning; and
5) To prepare students for post-graduate life, by providing guidance in job application and counseling for continuing education.

Immediate program goals established were to improve participant attendance and self-concept (as evaluated by an instrument prepared by APS' research division).

To achieve the established objectives, LEA and prime sponsor determined that more than the traditional part-time work experience would be needed. A decision was made to provide supplemental program services to participants in the form of intensive counseling for a minimum of two hours a week. Given the 450:1 student-counselor ratio in the Atlanta Public Schools, it was felt that the program would have to provide its own special counseling services to effect real change in the lives of its students. A tentative ratio of thirty students to one fulltime counselor was established.

A desire on the part of the city to keep program overhead to a minimum effectively dismissed the possibility of using regular APS guidance counselors or teachers to staff the program. Young paraprofessionals would have to suffice. An administrator from the central office with a background in Community Education was chosen to direct the program. At his initiative applications for counseling positions in the school's Title II program were turned over to the principals of the eight Atlanta high schools chosen to participate. With guidance from the director, the principals made their own staffing decisions. In this manner the program sought to insure the individual school's commitment of staff resources to the counselor chosen to work with its YETP students.

The counseling provided participants in the Atlanta program constitutes -- after the wages themselves -- the most significant aspect of the YETP intervention. A look at the counselor-student relation, then, is necessary to an understanding of the program itself.

To begin with, the young men and women chosen as counselors in the Atlanta program are specially suited to comprehend and respond to their students needs. Although all are college graduates, most have backgrounds similar to their students'; and many in fact grew up in the same Atlanta neighborhoods. Consequently, they have a realistic understanding of the emotional and social conditions shaping their counselees' experience.

The YETP counselor at Atlanta's Roosevelt High School is a native Atlantan and is a graduate of Roosevelt herself. She has held counseling positions in NYC and the Urban Corps, has worked as a substitute teacher and in a Federal Bureau of Prisons Reservation Halfway House. Ms. Rene Sams describes her counseling philosophy as "empathetic". She views her role as supportive, working to improve her students' image of themselves so that they will begin to set and strive toward personal goals; but offered the cautioning adage "If it ain't broke, don't fix it". In her own words, she seeks to provide her students, "self-confidence, self-worth, independence, stability, encouragement, and support". Ms. Sams estimates she spends 25% of her time developing a rapport with her students; 15% doing family counseling; 20% providing for academic tutoring and information on continuing education; and 40% discussing job experiences, exploring career options, and providing applicant guidance. Describing the worksites she had developed for her students, she characterized them as "cradle jobs" and stressed that her main interest was in providing success experiences and support to her counselees.

YETP counselor Eston Hood has worked as a substitute teacher, as Community Director of Parks and Recreation, and on an urban development project. Hood describes his efforts with his students as sequential: improve their school attendance, then improve self-concept and motivation, and finally concentrate on academic and work performance. He describes his role as "interventionist" -- giving "life" to "kids who don't have", who are "hungry, denied food and clothes, education and self-respect". Recalling his first interviews with the students, he noted that only a few could articulate any "interests". He proceeded to place his students at worksites by ability -- relying on his estimate of communications and interpersonal skills, in particular. In developing worksites he sought environments which would gently acquaint his students with the demands of the working world and build their self-confidence because, as he explained, "Really they can't do anything at first".

As the remarks of these counselors would seem to suggest, APS worksites are chosen to provide an initial exposure to work. These public sector sites include schools, social service agencies, day care facilities (where YETP students with young children are often placed), and recreational centers. Supervisors chosen frequently have backgrounds in education and the social services; all can be described as having humanistic concerns. Students work at minimum wage ten hours a week during the school year and twenty during the summer. Regular student progress reports are required of each worksite supervisor and are reviewed by the counselor and student together. Students receive five credit hours for each quarter's work experience.

Student response to the YETP program is marked. Participants who formally attended school on an infrequent basis, now average 87% daily attendance at school and at work. The APS pre- and post-testing of attitude and school and work performance showed gains in a number or critical areas. Supervisors indicated improvement in 14 of the 16 areas tested, particularly with respect to students' "Punctuality" and "Attitude toward work assignments" The students themselves perceived their greatest gains to be in the areas of "Willingness to assume responsibility" and "Willingness to follow routine procedures". Most importantly, counselors and teachers report dramatic changes in their students' outlook on themselves, an improved sense of self-worth which has produced interest, initiative, and a more positive stance toward school.

APS administration is impressed with the performance of its YETP program to date. Principals of the high schools in which it is based are supportive of the program for the simple reason that it has reached many of those students whom their traditional services have failed. Positive comments tend to address the attitudinal changes YETP has wrought. But there is consensus that the program still has ample room to develop.

Curtis Henson, Atlanta's Assistant Superintendent for Vocational and Education and Special Services, describes the program's success in the following terms. The money earned, the job responsibilities, and the individual support YETP provides all contribute to the positive attitudinal changes evidenced. In no uncertain terms, the program has demonstrated its ability to prepare students for school and for work. But the YETP experience, he notes, is not structured sufficiently to provide students the marketable skills which will enable them to earn something more than minimum wage upon graduation.

Discussing Atlanta's other work experience offerings, Henson contrasted the system's traditional cooperative education programs and the YETP program in three respects. First, coop work experience , requiring of its students some prior job skills for the initial placement, is structured specifically to build upon them. Second, the academic credit offered for coop work presumes that such work experience is complimented with classroom skills training. Third, coop work experiences are largely obtained at private sector sites, while YETP placements are restricted to the public domain. It is in each of these respects that he believes YETP needs to learn from cooperative education -- to enrich its offerings so as to effect not only the attitudinal adjustments necessary for locating and maintaining employment, but the skills development required for obtaining an entry-level job with growth potential.

Admittedly, the current restrictions to YETP private sector placement and the differences in CETA and school planning calendars present significant obstacles to program development along these lines, but Henson maintains that there is room for adapting YETP to the coop model. He is now considering 1) the addition of a class in work experience and 2) better scheduling of related school training to compliment YETP's work experience.

His long-range view of the optimal development of Atlanta's new YETP program, however, is sequential. The terms of the initial intervention have been successfully established by the program in its current format. What is required, in Henson's opinion, is the development of graded programming -- to assist participants in making the initial adjustments to school and work successfully and then to provide them with an opportunity for occupational growth. The objective of such programming would be to make the YETP student not only job-ready, but to equip him with saleable skills. Atlanta's YETP program currently serves an eleventh grade population. If its services were extended to tenth graders as well, Henson anticipates that the program's current work experience intervention could form the basis for significant academic and occupational growth — for a population otherwise ill-prepared to take advantage of the system's considerable training capabilities. More ambitious YETP programming, then, would entail 1) advance scheduling of vocational courses for those enrolled in their initial YETP work experience; 2) the provision of special support services to assist YETP students through advanced work; and 3) the development of additional graded YETP work sites to compliment student's progressive development of vocational skills. If the intervention were undertaken early enough, YETP students could conceivably be prepared for regular enrollment in coop courses, and hence engage in regular part-time employment in the private sector prior to graduation.

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THE PITTSBURGH IN-SCHOOL YETP PROGRAM

CURRICULAR INNOVATION

The Pittsburgh Public Schools undertook to respond to the employment needs of its students long before YETP monies ever reached the system. Work experience offerings in the Student Placement Section of the Division of Occupational, Vocational and Technical Education are rich and varied. During the 1977-78 school year, OVT served and placed a total of 7,081 students who earned over 7 million dollars in wages, largely in private sector positions.

The arrival of the new YETP monies, then, provided Pittsburgh's Occupational staff with an opportunity to design a program for a population of students it considered underserved by the department. While the Pittsburgh system provided an array of programmatic options to those students having articulated vocational interests, it needed an organized experience for the severely alienated -- those students whose apathy or antagonism had disposed them against school and work. In practice, the group was a familiar one to the system, consisting of students with poor grades, minimal reading skills, low attendance, histories of disruptive behavior in the schools, and, frequently, records with the juvenile courts. The challenge lay in designing a program which would address the attititudinal problems handicapping these students so as to re-engage their interest in school and work. The paid work experience the system now could offer under YETP was conceived to be crucial to the intervention. But in order to take full advantage of the opportunity, the OJT staff arranged to compliment it with a specialized classroom curriculum and counseling. And because resolution of attitudinal problems was conceived to be necessary but not sufficient to post-graduate employment, the program was designed to function as five month introductory phase to the system's more specialized vocational offerings.

Pittsburgh's YETP program, then, meets the needs of those students not yet ready for traditional vocational instruction or private sector placement. The five month work experience it provides functions to introduce the student to his own capabilities and to stimulate self-assessment and planning. It introduces students to acceptable standards of behavior in the business world and to the expectations of employers in a context where incentive is provided to respond to such standards. The success of the program can be measured by the fact that of the 500 drop-out prone students who participated during the 1978-79 project year, only 4% dropped out of school; the drop-out rate for the comparable age cohort in the Pittsburgh system is 27%.

Pittsburgh's YETP program is well supported within the school system and without. The Board of Education has demonstrated its commitment to employment concerns by taking the singular action of appointing a vocational educator to manage the school system. Superintendent Jerry Olson began his teaching career in vocational education, and directed Pittsburgh's Occupational, Vocational, and Technical Division before assuming the superintendency. Olson in fact initiated many of the Division's programs and has been an avid supporter of YETP. Consequently, the Division Director and YETP coordinator have significant access to the superintendent, and thus to the resources of the school system itself.

Outside the school system the program enjoys the full support of the CETA prime sponsor - the City of Pittsburgh - which approved its YETP proposal without significant modification. The quality of the school system's relationship with the prime sponsor is evidenced by the fact that it is given carte blanche to design and operate the program, and to do so is provided nearly 50% of the prime sponsor's YETP funds (over twice as much as the mandatory 22% set aside). School system administrators attribute STAY's high funding level to (1) the city's confidence in school performance based on previous experiences in subcontracting employment programs, and (2) its perception that the size of the school system allows it to operate such programs more effectively and efficiently than can smaller contractors.

The YETP program which Pittsburgh staff has named STAY, Special Training and Assistance for Youth, serves students having special problems adjusting to the traditional school setting, and therefore a history of poor school performance. Most could be characterized as "high risk" or "drop-out prone"; many in fact have dropped out of school in the past. Twenty percent of the program's participants have been identified as emotionally or physically handicapped.

Students are recruited into the STAY program through several channels; they may be referred by a teacher or principal or counselor in their home school, sent by a parole officer in the juvenile courts, or identified by one of the program's several paraprofessional field service aides who scan student files in search of low-achievers with special problems. Each of the aides is responsible for two high schools and generally handles up to 37 students each.

YETP students are placed in non-profit and public sector job sites by the program's field service aides. In placing students the aides assess each individually as to the amount of responsibility he can handle and the degree of supervision he will need. Any expressed career interests are then used to determine the placement. In some instances where students have harbored extremely negative attitudes toward school, staff has placed them in relatively uninteresting, low-skilled work settings to shock them into an awareness of the type of employment they can expect without further education or training. Where students suffer particular handicaps, special education therapists supervise and support their placements at the work site.

The work sites vary and include unskilled clerical positions, and placements in the recreational, janitorial, child care, food services, automotive, merchandising, health services, date processing, and carpentry fields. A community media center provides jobs for students who are interested in journalism, printing and photography. Many students become career club leaders in their high schools in their chosen field of interest.

But, the YETP work experience provides only one of the three types of learning experiences offered STAY students. OVT staff has organized two weekly classroom exercises to compliment the job experience and develop the basic social survival skills students will need to provide for themselves after graduation. One teacher is hired on a part-time basis in each of the thirteen high schools with students participating in the program to teach the classes after school. All YETP classes maintain a 10:1 student to teacher ratio. The instructors are selected on the basis of their background and demonstrated rapport with students.

The first of the classroom activities in which STAY students participate is a group counseling session which addresses working relationships in school and on the job. Rather than imposing an authoritative structure on the discussion, instructors are encouraged to let the students counsel each other. Participants take turns relating their reactions to specific situations they have encountered on the job; teachers defer to other students for analysis and commentary. The exercises are designed to raise participant awareness of the social interactions which characterize the working world, and to better prepare them to respond to such situations successfully.

The two hour class which STAY participants are required to attend once a week after school features a curriculum developed specially for the program. Organized by a project staffer with extensive experience in counseling juvenile delinquents, the curriculum reflects her considerable awareness of the types of practical information and skills STAY students may lack. Topics addressed range from applicant guidance to consumer and credit education, and include:

- Using the want ads
- Completing job applications
- Merchandising job talents
- Performing at job interviews
- Employer attitudes and values
- Qualities necessary for successful job performance
- Dealing with personal feelings on the job
- Exploring the occupational clusters
- Identifying one's career interests and pursuing them
- Understanding the social security system and benefits
- Filling out a social security application

- Taxes
- Filling out a W-4E Tax Exemption Form
- Basic Math and Personal Budgeting
- Money and Banking
- Shopping for Credit and Loan Applications
- Life and Health Insurance
- How to shop car insurance
- Registering to Vote and How to use a Voting Machine

The materials used to familiarize students with such topics have all been gathered from Pittsburgh's local businesses, banks, and social services agencies, and therefore have a clear practical appeal for the students. While the curriculum is graded by language ability to allow for individualized instruction, a core of vocabulary and concepts has been isolated for common instruction in the theory that comprehending certain specialized language (such as "spouse", "dependents", "exemptions" and "principal") is a requisite for social self-sufficiency. Students are also assisted in becoming aware of the impressions they make on others; mock interviews are staged and video-taped to allow students to experience the interview process and to evaluate their own performance.

The clear practical value of the class and counseling session constitutes their main attraction to students. Significantly, the method of instruction employed in each places the weight of responsibility on the participants themselves -- demonstrating the role of self-evaluation in becoming self-sufficient. Taken together, the STAY work experience, counseling and curriculum are organized to introduce students to the "rules of the employment game", leaving the decision as to whether or not to play to the students themselves. Most, in fact, do, graduating the program in five months.

For those who extend themselves, the Pittsburgh Public Schools makes a similar commitment. STAY students receive top priority for placement in an elementary coop program. Approximately 50% of STAY students are placed in part-time private sector jobs in this program, with an increase in both working hours and responsibilities. The schools' expectations of the students increase commensurately; they are encouraged to take vocational offerings related to their jobs and career aspirations, and to demonstrate a growth in job skills. Supportive counseling is continued throughout the program.

For all graduating seniors, the Division offers a School-to-Industry Program in which students meet and interview with representatives from approximately 150 area businesses for full-time positions. Approximately 2200 students participated in 1978 from both vocational and general education backgrounds.

THE DADE COUNTY IN-SCHOOL YETP PROGRAM: COORDINATION WITH VOCATIONAL EDUCATION

The Dade County Board of Public Instruction serves 27 municipalities contained within the county's jurisdiction. The school age population numbers 230,000 with a diversity of ethnic groups represented, 31% of which are Hispanic. Included within the county limits are rural, suburban and urban areas. Responding to the employment needs of the county's economically disadvantaged, then, entails work with the migrant farmer as well as the inner-city welfare recipient.

The Southern Florida Employment and Training Consortium, prime sponsor for the Dade County municipalities, has worked closely with the school system in developing its training delivery system. In an agreement forged under the MDTA program in the mid-sixties, the county built three area skill centers which school staff now operate with CETA Title II and III funds. Both school-aged drop-outs and adults are served by the centers, which offer programs ranging from GED preparation and Adult Basic Education to prevocational and employability skills training and vocational instruction. A special program is offered to migrant workers and their school-age children in which prevocational instruction is used to teach English as a second language.

The passage of YEDPA provided the resources for DCBPI to address the employment needs of the economically disadvantaged among its own enrollees. A commitment shared by school and county to training specifically for the development of marketable skills resulted in a decision to build the new in-school YETP program in the context of the schools' existing cooperative education system.

As is commonly the case in a large public school system, the Dade County Public Schools operates a host of "coop" or work experience programs which match a half-day of skills training with part-time employment in related private sector fields. Coop programs traditionally recruit their students in a selective fashion to insure that they can be successfully placed in the private sector, and upon program completion, locate unsubsidized fulltime employment. Participation of 11th and 12th graders in the coop program, then, requires of an applicant a reasonable degree of career articulation, a demonstrated level of successful school performance, and the employability skills necessary for an immediate placement in the private sector. These requirements are characteristic of the cooperative education delivery system throughout the country, and so uniformly constitute a barrier to the participation of the population YETP is designed to serve — those students with a marginal commitment to school and a commensurately low level of classroom performance, having few articulated career interests, and little awareness of the performance requirements associated with employment.

But unlike many school systems which chose to implement separate programming for their YETP participants, DCBPI and its prime sponsor made the decision to coordinate YETP and regular vocational programming rather than separate them, on the theory that only a coordinated system could insure a high level of skills training for CETA participants. Consequently, YETP students were to be recruited system-wide (approximately 65% of participants had no vocational training prior to program enrollment), and their enrollment in a coop program was made a prerequisite to YETP participation.

DCBPI's vocational department offers a range of training/work experience options to the newly recruited students, including Business Education, Distributive Education, Health and Public Service Occupations, Agri-Business, Trade and Industrial Education, and Home and Family Education. Nearly 85% of participants choose to enroll in these programs on a full time basis -- in effect, to concentrate all school instruction in a chosen occupational area four hours a day. The remaining 15% of enrollees commit themselves to take at least one hour of training a day. After participant income eligibility is certified by the county, YETP's small central staff provides an orientation to the new enrollees consisting of 1) interviewing and skills assessment for the purpose of job placement; 2) an overview of the special social services offered by the county and school system; and 3) an introduction to a cluster of job-readiness concerns and the dissemination of a curriculum of employability exercises which participants are to complete during the year with the assistance of their regular coop instructors.

The task of public sector work site development for YETP participants was undertaken by the program's central staff in tandem with the regular coop staff to insure that YETP participant placements would compliment classroom skills training, and approximate as closely as possible the experiences of regular coop students employed in the private sector. The professional talents of coop instructors were reflected in the rapid development of YETP sites in a host of public and private non-profit sites in over 75 facilities. Program participants currently work 20 hours a week in hospitals and health clinics; youth counseling agencies; universities and public schools; federal, state, county, and municipal offices; public transportation and law enforcement agencies; community action groups; and day care centers. Coop instructors maintain regular contact with participants at the job site as they would any other coop student; and work site supervisors are asked to submit participant evaluations twice a semester.

Having decentralized its program operations in 23 high schools and an even greater number of vocational programs, Dade's YETP staff recognized the need for special support services to ensure that its YETP students, once recruited into coop programs, would function in them successfully. They therefore instituted a system of internal checks to monitor student progress. Visiting work sites on a random basis and using indicators such as supervisor evaluations, attendance, and classroom performance, the program's central staff can support regular coop staff selectively, directing its energies to those students having difficulty adjusting to classroom or work site demands.

The integration of YETP into Dade's vocational education delivery system seems to be working quite successfully. The benefits are several: by using regular Dade staff for instruction and work site monitoring, YETP maintains a relatively low overhead and therefore can serve a larger number of students. Moreover, the involvement of regular coop staff in the program functions to introduce them to the needs of population with whom they formally had little interaction. Finally, the students involved in the program benefit not only from the actual work experience provided them but from the opportunity to develop specific, marketable skills. With support from program personnel and coop instructors, the program recorded a significantly high positive termination rate in 1978 -- placing 75% of its graduating seniors in fulltime employment and post-secondary education and training.

In addition to the 337 YETP enrollees which DCBPI serves amongst its own students, the school system provides training to almost 2,000 clients enrolled in programs operated by the numerous community-based organizations with which the South Florida Employment and Training Consortium subcontracts. Migrant workers, displaced homemakers, and young black and Hispanic drop-outs are among those who receive five hours of vocational instruction daily in the schools, in addition to the counseling, work placement, and transition services provided to them by the CBO's.

Aware that the employment needs of the area's population remain great, DCBPI is currently investigating means by which it can enrich the resources it has to offer its students — through coordinated efforts with the area's private employers. The Board has recently sponsored a series of walking tours of private industry in which Superintendent Johnny Jones, his top-level vocational staff, and representatives of the Dade County Chamber of Commerce participated. Factory sites in the local electronics and garment industry were toured, and their personnel managers interviewed to determine the employment needs of the industries. The tours were sponsored by Dade Partner's, a school-sponsored community group working on a volunteer basis to coordinate local resources for the benefit of the school system. Dade Partner's is also planning an Employer's Alliance through which it hopes to provide students a program of private sector vocational exploration to compliment school-based career education programs, and the school system's vocational personnel a program of industry-sponsored staff development experiences.

THE CHICAGO IN-SCHOOL YETP PROGRAM

YETP AND THE PRIVATE SECTOR

As a major urban school system, the Chicago Public Schools has a tradition of employment programming dating back to the turn of the century. In addition to its full compliment of vocational and cooperative courses, the system has sponsored an apprenticeship program with area joint apprenticeship councils since the 1930's. Recent years have seen the creation of Career Development Centers, offering interested Chicago students week-long explorations of private sector sites of their choice, as well as the organization of area technical centers designed in consultation with relevant labor and management interests, who have made specific hiring commitments to their graduates.

Implementation of federal work experience programming in the Chicago Public Schools has run its course from MDTA and NYC to CETA, Title II. The programs as implemented have differed from the system's own training efforts in terms of their exclusive reliance on public sector (rather than classroom or private sector) training sites. Consequently, when the notice of the new YEDPA dollars reached the system, the possibility of building classroom and private sector activities into a YETP program was immediately explored.

The City of Chicago, as prime sponsor, expressed confidence in the system's YETP planning initiatives, and embodied that commitment in an agreement to hire fully accredited Chicago Public Schools professionals to staff the program (a move significant for the expense entailed).

With city support for the development of a supplementary class, CPS began the planning exercises in consultation with its Career Development Centers, selecting a system-wide program staff in the process. The involvement of LEA personnel from vocational and career education to regular guidance and teaching staff brought to the planning exercise a variety of CPS talents and resources. The product was a standard group counseling class in job relations, applicant guidance, and career exploration, but, significantly, one well-situated within the school system. Its teacher-counselors are based in participating students' home-schools; consequently, they can provide their students a host of additional counseling and academic resources through their network of professional relationships. The involvement of Chicago's Career Development Centers in CETA planning has resulted in a continuing association between the two programs. The Centers provide YETP on-going staff development and arrange week-long private sector explorations for all interested YETP participants.

The group counseling session which Chicago's YETP students attend two hours weekly has proven to be a significant addition to the traditional federal work experience program. Problems at the job site are addressed before they result in conflict; the relationship between school and work performance is better demonstrated to students; and their needs for personal, academic and occupational counseling are more effectively identified and met.

By comparison with the development of a classroom curriculum, the expansion of the CETA program into the private sector proved (administratively) far more difficult to negotiate. A genuine interest in the experiment, shared by both prime sponsor and LEA, dispensed with what might have been a source of insuperable obstacles. Nonetheless, establishing an administratively feasible private sector component, in technical compliance with YETP regulations and in terms satisfactory to area employers and unions, presented a considerable challenge. Would the addition of private sector experiences to the YETP program significantly alter its impact? It was the interest of city and school administrators in this question which carried the project from the planning to implementation stages.

Working with approximately half of its YETP enrollees, those closest to high school graduation, the Chicago Public Schools designed a Vocational Exploration program which differs in several critical respects from YETP public sector work experience offerings.

While YETP counselors develop public sector sites by means of a simple training agreement specifying the conditions of the student's tenure at such a site in terms to which both student and employer may be held, development of the program's private sector sites requires a considerably more specific agreement. Such an agreement, drafted by the Chicago Public Schools and the City of Chicago, is used at every site, to insure that students present do not engage to any substantial degree in profit-making activity, and hence do not constitute a subsidy to any employer or threaten the jobs of any regular employees.

The private sector training agreement used by the Chicago Public Schools outlines in several pages a training curriculum for each student. The training agreement details the phases of the business to be observed, and the various related competencies to be mastered. Employers are required to assure that each YETP student will tour several phases of the operation at each site, and that during each phase they will engage in task rotation to insure a broad exposure to the business. To a limited extent students may engage in "hands on" experiences, performing specific tasks until mastered. But, a majority of the exploration is simply that -- an observation experience.

Worksite development in both the public and private sector is carried out by the Chicago Public Schools staff designated to work with the program. Public sector sites are developed in a host of federal, state, municipal, and school facilities, as well as in non-profit organizations. With the guidance of the cooperative education staff employed by the program, private sector sites are developed in small businesses and local branches of major corporations, in occupational fields ranging from tool and candy manufacture to merchandising, labwork, and dentistry. At each private sector worksite where unions are present, the program's counselors discuss the YETP program and the terms of each student placement with union members, and obtain their support before making any placements.

Chicago's YETP students work in the private sector 15 hours per week and in the public sector 12. All participate in the group counseling session 2 hours per week, and receive a program training allowance equal to the minimum wage for each hour of involvement. While the actual working hours of the public sector participants are slightly shorter than those of the private sector students, their experience more nearly approximates that of an entry-level job; working assignments and responsibilities are constant, and consequently,

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the specific work skills acquired are more thoroughly mastered. And yet, the advantages of the public sector work experience are matched if not exceeded by those of the private sector exploration. Students in the private sector are afforded a genuine learning experience. They receive constant supervision and may investigate and sample many more phases of business activity at a given site. Moreover, the very variety of private sector worksites tends to enable staff to provide students work experiences which are better correlated with their interests.

Despite the many hours of negotiations required to implement the private sector component, and its continuing administrative burdens, both LEA and prime sponsor remain supportive of the project. Fundamentally, they continue to support the project for its long term benefits, particularly in the area of placement. YETP students in the private sector are offered additional part-time hours and full-time employment after graduation at a rate several times higher than are their peers in the public sector. Employers, initially dubious of the abilities of the teens placed with them, end by investing significant amounts of time in their training and actively solicit their work after graduation. Union members, initially suspicious, if not hostile, toward YETP youth in their midst, end by "adopting" them and sponsoring them through apprenticeship programs in the skilled trades. City and school YETP administrators point to social gains beyond the specific advantages which accrue to individual participants placed in the private sector. The positive impressions YETP leaves with labor and management interests help dispel the prejudices which create unemployment problems for disadvantaged and minority youth. The program works in the larger sense of open doors to future employment for other teens.

THE PORTLAND IN-SCHOOL YETP PROGRAM: INITIATIVES IN CITY-SCHOOL COLLABORATION

The passage of YEDPA did not create city-school collaboration in Portland; rather it refined it. The commitment of city, schools, business, and labor to jointly address the youth employment problem predated the passage of YEDPA; the new law, then, was to build upon a foundation of strong relationships and effective programming.

In a series of developments dating back to the late sixties, the City of Portland and the Portland Public Schools had given top priority to the employment needs of the city's students. With the phase-out of NYC, the city had entered into a non-financial agreement with the schools to provide in-school work experience positions under CETA, Title II. It also sought support from Portland's business and labor groups; the result was an Emergency Home Repair Project in which city youth were to gain carpentry experience renovating the homes of the elderly and the disabled under supervision of retired carpentry union members.

The Portland Public Schools, for its part, undertook an examination of the concepts of career education and initiated a full-scale curriculum infusion effort, grades K through 12. Working from the assumption that effective school-to-work transitions depend on a developmental process begun in early childhood, PPS integrated career awareness activities into the regular academic curriculum for grades K-6, planned career exploration experiences for grades 7-10, and organized groups of cluster curricula providing career preparation for grades 11-12. Academic and vocational teachers, guidance counselors, and support staff were prepared to assume this new teaching responsibility.

Given this well-established interest in youth employment on the part of both city and schools, the collaborative mandates embodied in YEDPA did not cause Portland the difficulties they had in other localities. However, implementation of the new law provided both parties an opportunity to reassess and restructure the efforts of the preceding years.

In building its new youth programs, the City of Portland took several steps to strengthen its relations with the schools. The former NYC director for the Portland Public Schools was hired by the city to direct its YEDPA programming efforts. Marvin Rasmussin, PPS Director of Career Education, was given a seat on the Planning Council. A decision was made to allocate 33% of Portland's YETP dollars to the LEA, and to pass on with it responsibility for the operations of the Emergency Home Repair Project.

In the process of preparing to negotiate programming for the new CETA monies, the schools undertook a reassessment of its management of work experience programs over the past years. In that these offerings had their origins in the anti-school sentiment of the 1960s and were initially conceived of as alternative education experiences, little attention had been devoted to formalizing the experience. Work experience coordinators based in the Portland high schools had developed worksites, placed, and counseled students since the days of the Neighborhood Youth Corps . But as the coordinators functioned in relative isolation, work experience offerings tended to lack structure and direction.

As a first step, Rasmussin and his Youth Coordinator Gary Tuck explored means by which additional school-based resources could be developed for the coordinators. With support from the City's Youth Coordinator, Rasmussin and Tuck decided to relate participants' job experience to classroom career awareness exercises by means of a Career Development Plan (CDP) which each student would develop together with his teacher and CETA coordinator. Developing such a plan would serve to unite the efforts of teachers and coordinators. It would provide critical information to guidance counselors assisting students in scheduling future courses. Most importantly, reviewing the exercise on a yearly basis would provide students an occasion to articulate personal interests — at work, in school, and at play -- and to begin planning for the future in terms of them. The merits of the exercise were such that Rasmussin and Tuck decided to make the requirements of all Portland students in work experience programs, grades 9-12.

Secondly, Portland's programmatic commitment to career education as a developmental experience was reflected in its YETP planning process. A decision was made to work with a younger population than had traditionally been enrolled in work experience programs. Dealing with fourteen and fifteen year olds could serve both preventative and exploratory purposes. And, in fact, two of the YETP projects which, at the schools' recommendation the city funded, were targeted for a junior high population and assumed those roles.

The first, Catch II, predated YEDPA and had its origins as an environmental awareness project funded by Office of Education in 1972. Using the original project site in the nearby rainforests of Larch Mountain, PPS decided to build the ecological awareness project into a work experience program for 14-15 year olds having difficulty functioning in the traditional classroom setting. By taking these youngsters out of the school two to three days a week to work on recreational improvements at the mountain site, Catch II staff would have the opportunity to interact with them in a new environment.

At the work setting, vocational and employability skills instruction could be integrated with a program of ecological awareness designed to improve the youngsters' motivation, social awareness, and self-concept. An academic component was added, with the stipulation that it be taught to small groups in alternative settings, with an emphasis on individualized instruction. Language and math skills were to be addressed with exercises designed to improve job survival skills and occupational awareness. The program developed reflected Portland's conviction that success in school and work were closely related, and that the performance patterns for each were established at an early age. By working with young teenagers in non-school settings, Catch II would attempt to address a child's attitudinal problems at an age when they might still be reversable, in an environment which allowed and even encouraged behavioral change.

The impetus for the second junior high age project Portland was to fund lay in a study of vocational enrollments requested by Portland's black community. For some years, black high school students had been receiving skills training at a rate considerably below their share of the total school population. In an attempt to respond to the findings of the study, the Portland Public Schools considered using its state vocational monies to fund vocational exploration experiences for 9th and 10th grade minority students so as to give them a better idea of the training opportunities the system offered. But state law limited the use of vocational funds to 11th and 12th graders. YETP dollars provided Portland with the resources to tackle the problem.

Two middle schools were paired with Cleveland High School, a secondary school offering training to 11th and 12th graders in a variety of occupational clusters. Two hundred students were selected to participate on the basis of counselor recommendation. Regular classroom experiences at the middle school level were organized to meet specific career awareness objectives, and three-day explorations at the high school site were planned to coincide with the classroom curriculum. Working with the Institute for Public Affairs Research, a local community service clearinghouse whose board of directors consists of Portland's education, business, and labor leadership, PPS arranged to supplement the career exploration project with a variety of private sector resources. Class field trips to businesses and industry in the area were organized, and a variety of speakers were invited to discuss their occupations with students. Through the resources of the clearinghouse, individual participants were provided "hands-on" explorations at private sector sites of their choice. The combination of career-enriched classroom exercises and actual hands-on experiences, reinforced by the development of individual career plans, has worked to personalize the issue of career choice for these students. A large percentage of the group participating in the project in the 1978-79 school year has elected to enroll in some program of vocational training in their eleventh grade year.

As discussed above, PPS has been able to provide its high school students general work experience under a non-financial agreement (CETA, Title II) with the city since 1975. The city's decision to turn over management of the Emergency Home Repair Project to the system now provided it with another source of jobs for the economically disadvantaged to integrate into its career cluster programming. As the program originally served high school drop-outs, a decision was made to continue working with the drop-out population but to add to the project an in-school component. In-school youth work twenty hours a week repairing and rehabilitating the homes of Portland's low-income elderly and handicapped, side by side with the high school drop-outs who work fulltime on the program. They are supervised by five journeymen carpenters, and in the course of the year are exposed to over thirty carpentry fields. Nearly all of EHR's graduates interested in continuing in the trade have secured carpentry-related positions, and a good number have entered apprenticeship, thanks to the training and support provided them by the union members supervising their work on the program.

What accounts for the diversity of youth employment programming in Portland, or for the degree of institutional coordination supporting it? The question is asked frequently of the city's leaders, and each provides an answer reflective of his particular concerns. In fact, self-interest is a concept commonly employed to account for the phenomenon. Representatives of the Associated General Contractors and the Carpenter's Local are quick to point out that a graduate from the Emergency Home Repair Project is more valuable to each of them than his peer from the general high school curriculum. City officials and school administrators make frequent reference to their constituents — the Portland parents. And yet, further explanation is needed to account for the extent to which representatives of these diverse and commonly parochial institutions define self-interest in broad rather than narrowly competative terms.

Vocational Advisory Councils and CETA Planning Council committees figure prominently in the discussions of Portland's community leadership. Representatives of the four sectors - business labor, education, and city government - serve on clusters of such committees, and a small group of individuals in varying combinations seems to account for them all. Strong personal relationships are in evidence as representatives of competing sectors speak to each other; the personal ties work to bridge institutional differences. The same men who negotiate business agreements by day play baseball by night. They have learned each other's personal styles and concerns, and take special care to respect them even where professional differences are involved. And as a concern for youth seems to be one issue which unites them all, this personal comradery translates into institutional collaboration when youth employment programming is at stake.

While the bonds amongst these representatives of various sectors are informal and personalized, the formal structure of their relationships is accorded a high degree of respect by each of the actors involved. By no means would they suggest that friendship alone accounts for Portland's ability to coordinate the community's resources into effective youth programming. Rather, personal bonding has eased the process. Effective structuring of institutional relations and resources is primarily responsible for its success.

Key to this structuring process is the organization of a high level of communications between institutions. The City of Portland and the Portland Public Schools together give concrete recognition to this need for communications by jointly funding a city-schools liaison position, currently filled by Youth Coordinator Gary Tuck. From his vantage between Portland's education and manpower staffs, Tuck shares the following insights into effective prime sponsor-LEA relations.

Mistrust on the part of city and school personnel is often based on a paucity of accurate information, Tuck argues; therefore, representatives of both agencies must meet frequently to establish a common frame of reference for youth programs. In such meetings:

1) Differences in educational philosophy must be established and explored. Such discussion must identify the divergent assumptions of each agency about the needs of the youth to be served, and identify the different goals each agency has committed itself to pursue.
2) Each agency must seek understanding of the methods the other has used and can use, practically, legally, and politically. By joint examination of philosophy, goals and implementation strategies, common ground can be established where none was thought to exist.
3) Through discussion and preliminary exploration of possible joint endeavors, candor will produce an understanding of the limitations each agency faces in designing and implementing programs. Such limitations may be political; they may involve factors of personnel or operating procedures; or, they may arise

from conflicts with prior institutional commitments.

4) Finally, having reached some common ground on philosophy and goals and having determined the inherent institutional limitations faced, both agencies can assist each other by sharing the most common aspects of their operations -- both procedural and programmatic.

From this base of common information, cooperative ventures are more effectively developed and managed. Sustaining them involves formalizing and documenting operating procedures. Finally, careful delineation of mutual responsibilities is requisite to the maintenance of good institutional relations. If the initial joint programming effort is manageable in size and proves successful, Tuck maintains, its very success will provide the foundation for future and more ambitious undertakings.

IMPLEMENTATION OF THE URBAN IN-SCHOOL YETP PROGRAM

OBSERVATIONS AND RECOMMENDATIONS

Having reviewed the experiences of five urban school systems in developing Youth Employment Training Programs, it should prove valuable at this point to broaden perspectives. Addressed in the following pages are some observations of in-school YETP program implementation in the 28 cities which make up the membership in the Council of Great City Schools, as well as project recommendations for future program development initiatives.

Administrative and Staffing Strategies

The location of YETP administrative responsibilities within a school system tends to exert a significant influence on the type of program services provided and the populations YETP serves. Where vocational educators administer the program, participant work experiences are more frequently complimented by traditional vocational classroom training. The program concerns itself more with the development of specific occupational skills, and less with the development of so-called employability skills. As such an orientation would suggest, the populations served by these programs are the work-ready. Out-reach tends to follow patterns common to the existing vocational education delivery system: the students traditionally under-recruited in vocational programs -- minorities, the handicapped, girls interested in non-traditional careers, the 14-15 age group, the bilingual, and the severly school-alienated -- tend to be underrepresented in affiliated YETP programs.

Where, however, YETP administrative responsibilities come to rest with individuals whose primary reporting responsibilities lie with LEA federally-funded program officers or the prime sponsor itself, outreach tends to conform more nearly to the structurally under-employed and drop-out prone intended to be served by the program's authorizing legislation. Counseling and classroom activities are designed to develop job and social survival skills rather than specific, saleable vocational skills. The program experience, taken as a whole could be characterized as work-preparatory. This emphasis reflects the needs of the population served; but it also reflects the isolation of the program within its parent system. Without specific institutional ties to LEA personnel in counseling and vocational training, the YETP program is less able to tap existing school resources -- particularly the training capabilities of the vocational staff and its professional job development experience.

An equally critical variable in YETP program administration concerns the degree of centralization of program services. The in-school YETP programs adopt a variety of staffing patterns, but may be considered in terms of a spectrum ranging from highly centralized to decentralized. Centralized programs generally provide services from a base in special quarters, staffed with personnel hired solely with program funds (in general, given pressures to maintain low overhead costs, young paraprofessionals). From such a centrally-based site, program staff develops and monitors program work sites and provides classroom instruction and counseling to students throughout the district. Contact with regular LEA personnel is minimal and the program makes its impact on the students alone -- without significantly altering any other aspect of the school environment.

On the other end of the spectrum are those programs whose services are decentralized throughout the school system. YETP administrators coordinate the activities of staff based in individual schools. Such personnel may be newly hired with program funds. More frequently, such program staff is comprised of regular guidance and teaching personnel hired on a part-time, after-hours basis or donated as in-kind contribution by the schools whose students are to be employed on YETP-subsidized jobs. The advantages of the decentralized model are several: YETP services can be concentrated, enriched, and more closely tailored to the academic, personal, and occupational needs of the individual participant. The proximity of the YETP counselor to the students' full-time teaching staff allows closer coordination of efforts on his behalf. The counselor's professional affiliation with the school renders him better able to engage the efforts of other specialists in the building on behalf of the YETP student -- whether they be other counselors, psychologists, reading specialists, academic tutors, or regular teaching staff with whom the student is familiar or has a good rapport. But, most significantly, the involvement of regular school personnel in the delivery of YETP services insures an informal, but eminently practical form of staff development. The more frequently school-based personnel engage themselves with the employment needs of YETP students, the more likely they are to incorporate those concerns in their work with regular non-YETP enrolled students.

The flexibility allowed in local YETP planning is a major strength of the program, and hence, consideration of community implementation strategies should result in few federal policy directives. Rather, the values of examining patterns in local program development lies in their implications for program institutionalization.

The latest federal youth employment initiative has vitalized a concern too frequently overlooked by urban schools -- now burdened by ever-increasing social responsibilities and rapidly dwindling fiscal resources. YEDPA programming has engaged the attention of urban educators; but has yet to win an institutional commitment from them. Issues, however, are beginning to emerge. To what extent can urban schools assume their student's employment needs as a regular educational priority? To what extent can YETP's counseling and curricular innovations provide models for serving other students with similar motivational, academic and social handicaps? What implications has YETP for the existing vocational education delivery system?

If in fact experience with the new YETP programs does offer answers to such questions, it is for educational leadership in the nation's large cities to identify them. Without superintendency and board involvement, the in-school employment programs can have but a limited impact on the large systems in which they are operated.

CETA-Vocational Education Coordination

In-school YETP programs do more than add dollar resources to the urban school's employment and training system; they bring to traditional skills training efforts a heightened concern with issues of job-readiness and career choice. Even more importantly, YETP programs tend to reach populations traditionally underserved by an employer-biased, performance oriented vocational education delivery system: disadvantaged minorities, the handicapped, students in the eighth, ninth and tenth grades, as well as those interested in non-traditional careers. The new YETP programs seek rather than shun those most in need of employment services -- the school-alienated and job ignorant. Their very presence in schools across the country is working to introduce LEAs to a set of concerns they otherwise have not granted sufficient consideration.

But YETP programs, young as they are have much to learn from the traditional vocational education system if they are to provide their clients opportunities equal to those provided by voc-ed programs. YETP's counseling supported public sector work experiences are effective as initial interventions, but are not in and of themselves sufficient. However important the job-readiness skills YETP seeks to build, marketable skills are still essential to long term occupational self-sufficiency. And however carefully YETP develops its public sector resources, a program which fails to build dialogue with community private sector concerns cannot hope to introduce its clients to what still remains the most fertile source of employment opportunities.

In only a few systems, however, is vocational classroom training provided to those YETP enrollees recruited from general high school programs. Instead special job-readiness classes are established for YETP participants, classes which generally do not make use of the variety of occupational resources a given system may possess. In some instances the low level of career articulation which characterizes YETP students is used to account for the failure to train. In others, the misalignment of the school and CETA planning calendars is identified as a major barrier to the counseling and scheduling necessary to make vocational training a regular component of the YETP experience.

While obstacles to CETA-voc-ed coordination are real, they are not insuperable. The compatability of these separate delivery systems would be greatly enhanced with but a few structural adjustments and supported local planning. Clearly, the coordination process will require a realignment of the CETA planning calendar to better mesh with that of the schools. Just as critically, key vocational and superintendency level administrators must be engaged in CETA planning at the local level to coordinate resources and develop coherent strategies for integrating CETA and LEA programming. To compliment coordination efforts at the local level we propose federal action in the following order:

1) We would recomment joint DOL-USOE guidance and support for LEAs attempting to implement YETP in sequential relation with existing vocational education programming. If YETP is in fact successful as an intervention — in effect, as a pre-employment experience — then its services should be directed to student populations still young enough to take advantage of their systems' vocational training services (particularly cooperative education's private sector placements) before graduation from high school. Just as importantly federal support should be directed to preparing the voc-ed system to more frequently and effectively serve YETP's "disadvantaged, high risk population" — by investigating the types of academic and counseling services required to support such populations through the vocational training system.

2) Vocational funding in inner city systems is insufficient to meet student training demands, or to upgrade existing staff, facilities, and equipment to meet current market conditions. Despite language in the Vocational Education Act specifying funding support for areas of "high unemployment", states continue to fund urban and suburban areas on a per capita basis with little regard for differentials in unemployment rates and in training costs. We recommend that reauthorization of the Vocational Education Act include an urban or high unemployment concentration factor, and that some portion of the revenues generated by such a factor be earmarked for targeted spending in conjunction with regular YETP formula monies.

Targeting Program Services

LEAs and their prime sponsors have in large successfully translated the mandate of the YEPDA legislation in their recruitment of YETP's student participants. The program's income eligibility guidelines, established by the authorizing legislation as 85% of OMB's Lower Living Standard, are closely monitored and consistently adhered to in program recruitment. In most localities a concerted effort has been made to enroll the drop-out prone student to which the authorizing legislation so frequently addresses itself. Criteria involving attendance, achievement, and attitude are generally established and communicated to teachers and counselors for use in identifying those disadvantaged students most in need of program services.

But while in-school YETP programs have successfully developed services for the program's norm population -- economically disadvantaged and drop-out prone high school youth -- less attention has been devoted to serving youth facing special barriers to employment: the handicapped, the bilingual, the ex-offender, 14-15 year olds, and those students interested in non-traditional careers. Improving YETP program recruitment and services for such populations is possible in the near future, if the programs build stronger ties with LEA in-house specialists in these fields.

A) Services for Populations with Special Needs:

Linkages need to be developed between in-school YETP programs and those for the bilingual, the Handicapped, and the ex-offender. Large city schools are already equipped with specialists qualified to provide employability skills training to such students. And, in fact, where YETP job development and counseling responsibilities have been turned over to their divisions, the marriage has worked well. The barrier to coordination efforts seems primarily to be one of ignorance; prime sponsors and vocational educators are frequently as poorly informed as to the capabilities of these special divisions as they are of the needs of the students they serve.

B) Junior High Programming:

YETP's junior high programs in drop-out prevention and pre-vocational exploration highlight the opportunities which high school presents to students who are still young enough to take advantage of them. In those systems where junior high programs are operative, they have proven to be extremely successful — both in detering drop-outs and stimulating students to begin thinking and acting in career terms.

And yet, to date, only limited attention has been directed to the 14 to 15 year old population which CETA specifies YETP may serve at the Secretary's discretion. Ample attention is, however, devoted to the 16-21 year old population — both the drop-out and the drop-out prone. We submit that in developmental terms these students are one and the same. Most urban school systems identify the transition from ninth to tenth grade as the critical juncture for early school leavers — in short, the point at which most students drop out. Clearly, more attention needs to be given to identifying potential drop-outs at an earlier age and to providing them YETP's counseling support and paid work experience incentives while renewal is still possible.

We recommend that YETP be amended to include services for 14 to 15 year olds as a regular dimension of its programming. It is our thinking that such an effort would be well complimented by academic and counseling resources from ESEA (Elementary and Secondary Education Act) Title I, a program whose current funding levels almost uniformly tend to limit its services to grades K-6.

C) Counseling for Non-Traditional Careers:

Finally, there exists a considerable degree of sex bias in the delivery of YETP services. While the male to female ratio seems to run nearly equal in most programs (if not in fact favoring female participants), the counseling, training, and job placement offered by the in-school programs does little in the way of preparing girls to enter non-traditional careers. In fact, more support for non-traditional career training seems to be offered to male than female participants. Girls in YETP programs are, for the most part, guided into the clerical, nursing and child care fields. Exceptions to this pattern seem to fall into either of two categories. When programs recruit solely on the basis of income eligibility, female college-bound students are accorded treatment more nearly like that of their male counterparts. The only other significant exception to this pattern of sex-stereotyping arises in the presence of federal projects, specifically funded to counsel young women as to their opportunities in traditionally male fields.

We recommend that the prevalence of sex-stereotyping in YETP career counseling be reviewed and redressed in clear regulatory terms. Discretionary funding of demonstration projects and structured fiscal incentives for operators of regular formula-funded programs could be used to support such a federal initiative.

Income Eligibility Criteria

YETP's income eligibility requirements established by the CETA legislation as 85% of the Lower Living Standard, are strictly adhered to and closely monitored by LEA program operators. Informal assessments undertaken by the Council's urban school systems indicate that their allocation of YETP funds allows them to serve only a fraction of those eligible under the current guidelines. Nontheless, concern is frequently expressed as to the severity of the program's income requirements.

In the first instance, the relatively higher cost of living in urban areas, when coupled with an inflation rate which exceeds annual adjustments to the Lower Living Standard, works to push urban YETP populations dangerously close to welfare levels. A homogenous program enrollment of teens from public assistance families clearly works to the detriment of YETP's social objectives. Incorporating urban and accurate inflation factors into the income guidelines would serve to ameliorate the problem.

Secondly, program administrators are aware of large numbers of students, in great need of YETP services and in a position to benefit significantly from them, whose family income places them just out of reach of the program. While the law does permit that 10% of a program's funds be used to enroll "non-income eligible" students, the research design stipulation attached to their enrollment acts as a disincentive to such recruitment efforts. Three recommendations frequently offered by program operators to redress this problem are: 1) a 10% general enrollment of non-income eligible students; 2) a 10% enrollment of economically disadvantaged students who do not precisely meet the program's income guidelines, but manifest some special employability handicap; and 3) an allowed 10% variance in the certified income level of program participants taken as a group.

Work Site Development

Program worksites are generally carefully developed to insure that they are well-supervised. Nearly all programs have implemented some system of training agreements to secure commitments from employers as to the experiences they will provide program participants. At a minimum, program placements provide job-readiness experiences for students -- suggesting to them the types of responsibilities and skills holding a job entails. In some systems considerable attention is devoted to structuring YETP's work experience to allow for task rotation and job sampling, and hence some degree of career exploration. In nearly all programs, work experiences are correlated with any career preferences expressed or aptitudes demonstrated by students. Most YETP job sites, however, demand only low, entry-level skills and are selected primarily to improve participant's self-concept, confidence, and attitude. Consequently, job sites tend to be located in familiar settings (schools, day care centers, and hospitals) in close proximity to students' neighborhoods rather than in unfamiliar downtown locations. Supervisors are generally chosen for the guidance and support they can provide their charges. There are in-school YETP programs whose placements differ significantly from this pattern, demanding skills ranging up to those of preprofessional internships. These tend, however, to be those which recruit participants solely on the basis of YETP income eligibility criteria (rather than in terms of attitudinal need), and therefore serve large numbers of vocational and college-bound students whose attitudes, skills and prior experiences equip them for a more sophisticated work experience.

It is difficult to determine whether the low level of skills demanded of most YETP participants is an accurate reflection of the capabilities of the students the program serves; or whether it in fact represents an underestimation of their potential. In any case, program operators are almost without exception constrained in job development activities to the public and private non-profit sectors, and this in itself limits the options for YETP students. Side by side with regular cooperative education programs which place students in regular part-time private sector employment, YETP worksite development does seem quite contrained.

YETP regulations do permit two types of program activities in the private sector. However, both are considerably more complex to administer than is regular public sector work experience; and the additional staff time (and hence overhead costs) required acts as a disincentive to their development, even when prime sponsor pressure does not. In a few instances, on-the-job training components have been instituted for small groups of program enrollees. On-the-job training involves developing individualized training plans with private sector employers; the employers pay participant wages on the stipulation that they will be reimbursed 50% of the cost upon compliance with the agreement. Another private sector option, the Vocational Exploration Program, is more infrequently implemented. VEP allows participants to work in the private sector on a fully-subsidized basis provided that they "shadow" regular employees, engaging in "hands on" experience at a minimum. As implemented the VEP program usually requires a specially constructed curriculum and the rotation of work site assignments.

Aware of the political factors militating against a full-scale expansion of CETA youth programs into the private sector, we submit that a limited development of private sector resources for the YETP programs is in fact feasible, and would immeasurably benefit the program. As currently drafted, the regulations outlining the Vocational Exploration Program and On-the-Job- Training present options at once procedurally complex and technically ambiguous, and hence deter both prime sponsors and LEAs from utilizing them. OJT requires the drafting of contractual training agreements with individual employers, and the development of separate accounting and payroll systems to reimburse employers for the program's 50% share of training costs. With a 100% training subsidy, VEP sidesteps the legal and fiscal obstacles inherent in the administration of an OJT component, but requires instead a disproportionate investment of staff time in the development of the required individualized training agreements, the monitoring of worksites (for purposes of program compliance rather than participant counseling), and the individual curricular adjustments required in most cases by prime sponsors to compliment worksite activities.

In a few instances where such private sector components have been implemented, outcomes are remarkable. Employers are sensitized to the needs and capabilities of students whom they otherwise would have never considered hiring. Union representatives, initially suspicious of the YETP participants, end by "adopting" them, and in many instances sponsoring them through apprenticeship programs after graduation. And most importantly, students placed in the private sector are hired at a rate several times higher than their YETP peers in the public sector. But, several times more YETP staff time is utilized to place and maintain students in YETP private sector sites, than is used to place their counterparts in the public sector.

We would strongly recommend that the VEP option be reviewed and clarified to provide program operators options that they can efficiently administer, and administer without fear of legal reprisal. VEP's current curricular requirements are simply too complicated to implement given the student-to-staff ratio maintained by most programs. The training agreements which VEP requires (to insure the limited participation of students in profit-making activities) is actually in practice a valuable exercise for work site development in both the public and private sectors, so long as it is not overly specific in its demands. A simple training agreement specifying the phases of business activity to be explored (work-observation) at a given site, and the related skills to be mastered (work-participation) could be used to place students in the private sector in a fashion in which they would present neither a subsidy to the employers nor a threat to the unions involved. Moreover, the VEP option could be limited to a maximum of one-third of a given program's participants (for instance, those closest to high school graduation) so as to maintain a predominantly public sector cast to the program nationally.

OJT on the other hand, presents such technical, legal and fiscal problems in its administration, that it is only feasible where small numbers of youth are concerned. We would suggest an alternative to the contractual training agreement, one which would be more feasible for the urban school-sized program to operate. If efficiently administered, the tax credit concept provides a much simpler arrangement for sharing wage costs with private sector employers than does OJT's direct reimbursement format. Training agreements, developed and monitored by YETP staff could be used to certify employers of YETP students for a tax credit equal to 50% of wage costs, like that offered by the Revenue Act of 1978 for employers of school-certified cooperative education students, and economically disadvantaged youth 18-24.

YETP Counseling

The counseling provided for in most of the in-school YETP programs ranges in degree and kind, but is frequently pointed to as the most significant aspect of the intervention after the wages themselves. Given the severe shortage of counselors in most urban school systems, the additional staff funded by YETP is in a position to provide program participants personal attention they are often in severe need of, but have never before received.

Pressure on program operators to keep overhead to a minimum frequently necessitates the hiring of young paraprofessionals to counsel YETP participants, rather than regular LEA guidance or teaching personnel. The paraprofessionals are handicapped by their lack of familiarity with the school system itself, but otherwise seem quite capable of the task before them. At issue is not highly technical occupational forecasting, but in most cases fraternal counseling. While the counselors discuss the work experience with students and provide them with information as to educational and career choices, their most significant role involves building participants' self-confidence, helping them articulate interests and aspirations; and asking them to begin planning for themselves.

A significant resource overlooked in the YETP counseling process, however, is the parents of the student participants. While parents are contacted for purposes of establishing student income eligibility and for punative action associated with poor program attendance, they are rarely engaged in a positive manner for the support they may provide participants in pursuing their career plans. Program models for parental involvement in YETP need to be investigated, the findings disseminated to sponsorships, and support provided for their implementation.

Curriculum

A number of school-based YETP programs have sponsored the development of specialized curricula to meet the assessed needs of their participants. To an impressive degree the classroom activities have elicited the enthusiastic participation of enrollees. The information on job application, work-relations, career planning, and handling such necessities as taxes, credit shopping, and voter registration is clearly of particular concern to students; and its instruction provides a good opportunity to improve participant language and math skills. Moreover, the YETP classroom experience seems to provide an effective demonstration of the relation between education and employment, translating students interest in their YETP work experience into a new perspective on the significance of their school performance.

The challenge, then, would seem to lie in institutionalizing these curricular innovations so that their benefits can be extended to a larger population. Where regular teaching staff is employed to provide YETP instruction, this is happening on an informal basis. Needed, however, is an organized curriculum infusion effort. Specifically, LEA administrators responsible for system-wide curriculum and instruction need to meet with YETP staff to acquaint themselves with the program's achievements and its potential benefits for the general school population.

Academic Credit Vs. Academic Competency

The issue of awarding academic credit for work experience, while hotly debated in many communities, seems not to have been a major issue for large urban school systems, where the practice of awarding school credit for experiential learning is well established. Debate therefore has tended to involve the number of credits to be awarded for YETP participation and the conditions attached to their award. The academic credit issue has often provided schools leverage with prime sponsors hesitant to commit program resources to the development of a YETP classroom curriculum. The interest of prime sponsors in the award of credit for work experience has in turn spurred schools to reexamine their own accredation policies and to consider arrangements such as the award of credit for established competencies. The most serious objection raised to the work experience credit is that it is offered as a substitute for basic skills training to just those students who can least afford it. Such an objection is generally countered with the (reasonable) argument that the reduction in class time which program participation exacts is balanced by the gains in academic and career motivation which it produces.

However, the relation of employment and basic skills competency takes on a new dimension in light of the growing use of high school exit exams. Without an active commitment to academic competencies, YETP's practice of awarding academic credits for work experience is on a collision course with that of the minimum competency exam. Youth employment programming which exhorts students to remain in school and awards them credit toward graduation without sufficient attention to mastery of reading and math skills will in the near future produce high school graduates without diplomas — but with certificates of completion, degrees which will effectively mark them as functional illiterates.

Given the increasing popularity of the exit exam (nineteen of the Council's twenty-eight urban school systems will have them by the early 1980s), immediate attention should be devoted to the role of basic skills training in YETP programming. YETP work experience has already demonstrated its ability to improve students' school attendance and motivation; YETP's job-readiness classes provide an effective context in which to teach "business" English and math. Federal leadership is now required to insure that YETP programs and basic skills remedial efforts be closely coordinated at the local level.

Post-Program Placement/Follow-Up

To date insufficient attention has been directed to the development of effective transition services for clients leaving YETP programs. Prime sponsors are by and large concerned with monitoring the delivery of regular program services; few have funded extensive placement efforts to serve the program graduate. This lack of concern is reflected in the design of school-based programs, which tend to offer little organized support to students once they leave the program and begin looking for unsubsidized employment. In some instances prime sponsors and LEAs have negotiated positive termination rates (post program placement into full time employment, post-secondary education, or training) of 60% - 80%; but such programs do not include funded staff to assist students in their job-search efforts. Consequently, the positive termination figures reflect to a considerable degree the experiences of students who plan to continue their education, and the non-positive termination figures reflect the experiences of those who must or have chosen to seek work. In many instances, the negotiated termination rates are unrealistically high for the population the programs should be serving, and consequently have the effect of encouraging program operators to recruit selectively for "successful" students.

It is imperative that more YETP staff (and hence dollar) resources be directed to post-program placement efforts. Job-search and continued counseling support must be provided to participants after program graduation to insure that YETP's gains in employability skills are translated into actual employment opportunities.

A source of full-time staff support would clearly assist students in their job-search efforts. YETP staff are particularly suited to the task, as they are in a good position to educate potential employers both as to the experiences and training a YETP graduate will bring to the job and as to the fiscal advantages available to the employer hiring him. The eligibility of employers hiring YETP graduates for substantial tax credits (Targeted Job Tax Credits, The [illegible]venue Act of 1978) is law; it is not, however, common knowledge.

Nor it the initial placement sufficient. YETP graduates should be provided a counseling resource to which they can subsequently return for job maintenance and renewed job-search support. The rapport which most participants develop with YETP counselors insures their willingness to make use of such services; it is up to the programs to provide them. To be sure, costs per participant increase with such on-going services; but if YETP is to be truly effective in attaining its goal of participant self-sufficiency, it must be willing to pay the price. Post-program placements, and not program compliance, should be the yardstick used to measure YETP success.

Beginning this year, the new TITLE VII Private Industry Councils will be operative. Their relation to CETA youth programming has yet to be articulated. A crucial role which they could well fill would be that of marshalling community private sector resources to meet YETP youth as they graduate from school.

Participant Outcomes

Nearly all in-school YETP programs report impressive gains in participant school attendance patterns. Attendance during program participation tends to average 80%-90% for students who, prior to YETP enrollment, attended school only infrequently. In those programs where pre-and post-testing of specific attitude and job performance criteria is undertaken, YETP participation has been shown to improve self-confidence, initiative, and the ability to relate to authority figures. Anecdotal reports by work supervisors, teachers, and counselors consistently point to significant gains in self-concept and motivation; and school and work performance shows marked improvement. Job-readiness and career awareness seems to improve significantly with program participation.

YETP, then, seems to be a success as a pre-employment experience, building the attitudes and awareness necessary for entry-level employment. What the programs do not seem to do on any consistent basis is to build specific saleable skills, nor secure actual, non-subsidized employment for students. To improve program performance in these areas will require (1) better coordination of program services with the schools' existing vocational education resources (2) funding for full-time YETP staff to assist students with the transition from YETP to unsubsidized employment. Key to the program's success, however, is the support of private sector labor and management interests. Fiscal incentive and political suasion strategies must be developed at the national and local levels for the program's gains in youth employability to be translated into actual youth employment opportunities.

Institutional Coordination

The YEDPA legislation directs prime sponsors to coordinate community youth employment efforts through its planning and funding allocation functions. As sponsorships are most frequently local, municipal, or county governments, they are necessarily subject to pressures which tend to politicize rather than rationalize the planning and funding processes. In large city situations, the visibility of government and the tight organization of political constituencies subjects the funding process to virtually insurmountable pressures. YEDPA subcontracts are parceled out to satisfy various voting blocs, with little attention devoted to avoiding duplication of effort, building economies of scale, or maximizing upon existing institutional capabilities. The result is a multiplicity of programs with little dialogue among them. And without leadership or fiscal incentive to collaborate, competing institutional interests, having no tradition of cooperation, are naturally disinclined to build one.

Exceptions to this pattern seem to reflect local political conditions and traditional institutional relations. Where LEAs are political subdivisions of city government, coordinated city-school efforts are naturally stronger; and leadership from the prime sponsor is more likely to produce joint efforts on the part of schools and other community interests. Where city and school staff turnover is low, institutional alliances, developed to implement prior federal youth employment initiatives, may form the basis for the new YEDPA programming efforts. The presence of an administrator with educational experience in a sponsorship or union leadership position tends to facilitate cooperative efforts with the LEA. And those LEAs with strong vocational programming and good labor and management representation on their vocational advisory councils tend naturally to generate private sector resources for YETP career exploratory experiences.

But local collaborative initiatives, while emerging, are still rare. Urban YETP programs tend, on the whole, to be independently operated. The issue of out-of-school youth is a case in point. Urban school systems, now almost uniformly sustaining declining enrollments, steadily close buildings and release staff. With proper funding they are equipped to provide cost-effective, professional academic and vocational instruction to returning drop-outs in large numbers. Community-based organizations and the national volunteer youth services frequently lack the staff, facilities, expertise and accreditation to provide for their clients' academic and occupational training needs. But these same community groups are in a much better position to provide effective recruitment and counseling than are the schools. And yet, in city after city, LEAs and CBOs are funded to provide separate programming; and neither knows what the other is doing. The result is more expensive and less effective YETP programming. Similarly, the competition among schools, CBO's and community colleges to win funds for their various client populations results in a diversity of programming, when coordination would provide YETP services of enormous benefit to the over-aged drop-out with good reading and math skills.

Improved youth programming requires that the highly politicized condition of the prime sponsor delivery system be confronted; substantial fiscal incentives must be provided for sponsorships to promote coordination and for competing institutions to collaborate.

This atmosphere of institutional rivalry conditions relations between city manpower and educators as well. The city-school relationship is further aggravated by its inequity. The city has authority over the disbursement of YEDPA funds; the schools not only have no authority, but have no political (constituent) leverage with which to negotiate. The development of LEA prime sponsor agreements most frequently reflects just that institutional inequity. Urban LEA agreements rarely exceed the legal minimum set aside of 22% and tend to embody manpower dispositions as to program design and staffing. Only infrequently is an attempt made to solicit the advice of educational leadership in program planning. More frequently, the negotiations process produces a considerable degree of counterproductive institutional friction.

The effect on urban in-school YETP programming is detrimental both in the short and long run. Pressures to hire less costly non-credentialed staff, intense monitoring and changing reporting requirements, impositions of decisions as to program content and services are the norm, and all tend to isolate YETP programs within the parent school system. The problem is compounded by the differential in CETA and school calendars which insures YETP's exclusion from system wide planning efforts, and by the low levels of program funding which insure YETP's low priority to superintendents and board members coping with budget planning exercises involving hundreds of millions of dollars. In consequence, the programs are less than optimally coordinated with other school services. The development of supplemental vocational and counseling services for YETP participants now depends in large measure upon the professional contacts and political accumen of the individuals designated to run the programs, rather than any systematic plan. In short, the failure to engage top-level administrators in program planning and to utilize regular academic and vocational personnel to staff the programs militates against their institutionalization — denying the programs access to system-wide resources and denying students ineligible or unable to participate in them access to their curricular and counseling innovations.

Clearly, attention needs to be given to restructuring the prime sponsor-LEA relation on more equal terms -- to more positively and extensively engage educational leadership and lay in youth employment efforts. Responding to this concern, sources within the labor community have suggested redirecting LEA funding through the states. Urban educators, however, are less than sympathetic to the suggestion. The SEAs have proven historically unresponsive to the needs of city schools, as VEA funding patterns will amply illustrate. Despite the high concentration of unemployed teens in the nation's cities and the higher cost of serving them, state vocational funding continues to flow on a per capita basis to urban and suburban systems, if not to favor the latter. In the conviction that YETP programming should remain local in thrust, city schools would choose to work with city government, with whom at least they share a common socio-economy, than rely upon the states.

It is in this light that we recommend 1) that consideration be given to increasing the LEA set-aside to at least 40% (a political initiative unfeasible for individual urban sponsorships) and 2) that schools be directly funded with autonomy to design their own programming, subject to common YETP regulations and the scrutiny of prime sponsor monitoring. All funding in excess of the set-aside would be sought in the competative grants process currently in place.

High teenage unemployment will continue to plague the nation for years to come. Any resolution to the youth unemployment problem clearly must involve the private sector; but progress on that front will require the combined efforts, expertise, and resources of the education and manpower communities.

The common cause which should unite education and manpower, as well as the institutional differences which continue to divide them, are easily recounted. More difficult to articulate are the terms of an education-manpower alliance persuasive enough to elicit a commitment from private sector interests. Experience with the new CETA youth programs, however, points clearly to at least one requirement: the relation must be one of equals.

Insofar as the barriers to youth employment are social, combined institutional talents are required to provide teens with the attitudinal, academic, and occupational competencies needed to face the job market. Insofar as the barriers are political, combined institutional suasion is required to create the climate for local change. To rise to this challenge, we submit, requires an education-manpower partnership of institutional equals. Only when education and manpower leadership come together on common footing, to explore the problem and together design strategies to meet it, will they be in a position to effect social change of the dimension needed to confront the youth employment problem.

CONFERENCE REPORT ON
LEA/CETA COLLABORATION
FOR CAREER EDUCATION UNDER YETP

Kirschner Associates, Inc.

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PREFACE

During the months of June, July and August of 1979 the Office of Career Education of the U.S. Office of Education convened 10 regional conferences for educators and CETA personnel who share responsibility for Youth Employment and Training Programs. The conferences were to address programs for in-school youth who qualify for participation under provisions of the Youth Employment and Demonstration Projects Act of 1977, now Title IV of the Comprehensive Employment and Training Act Amendments of 1978.

Kirschner Associates, Inc., was awarded a contract to conduct the conferences and to prepare this report. The regional conferences were intended to illuminate and to help interpret what was being learned from three other parts of a comprehensive examination of CETA/LEA collaboration that Kirschner Associates was carrying out for the Office of Career Education. The three other parts are:

- a report based upon a nationwide survey of the agreements between CETA Prime Sponsors and local educational agencies, a survey largely carried out under the direction of the state coordinators of career education;
- fifteen mini-conferences at each of which five representatives of CETA prime sponsors and their five counterparts from the school systems shared their experiences in dealing with the agreements they had reached together;
- nine site visits to programs that had been cited as exemplifying in some way the collaboration that was to be sought between a CETA prime sponsor and a school system. These were projects that were also thought to illustrate both the benefits that CETA programs were deriving from existing programs of career education and also the ways in which CETA funds could be used to enhance career education.

A meeting to plan the regional conferences was held in Washington on February 26, 1979. The twenty-one people listed in Appendix B agreed upon place, format, agenda and categories of invitees for 10 regional meetings to be held in June, July and early August of 1979. The topics to be discussed reflected the recommendations of the persons who attended the 15 mini-conferences sponsored by the Office of Career Education for CETA personnel and their counterparts in education. The topics chosen were those that had been selected as issues of highest priority by the mini-conference participants. Appendix C describes the method by which the topics were chosen and the recommendations for organization and conduct of the regional conferences. A complete list of the persons who attended the regional conferences is presented in Appendix D.

The regional conferences were held in Boston on June 1 and 2, 1979, in Dallas on June 7 and 8, in Atlanta on June 14 and 15, in New York on June 22 and 23, in Philadelphia on June 28 and 29, in Kansas City on July 5 and 6, in Seattle on July 19 and 20, in San Francisco on July 23 and 24, in Chicago on July 26 and 27, and in Denver on August 2 and 3.

Four groups of three workshops each were held over the one and one-half day periods. Conferees could attend one workshop in each group. There were two opportunities to attend two of the workshops; one was held both in the morning and again in the late afternoon of the first day, and the other was held in the afternoon of the first day and again in the morning of the second. The two repeated workshops had these topics:

- Authority and Responsibility in LEA/Prime Sponsor Agreements
- Fitting YETP into the Education System

The topics of other eight workshops were:

- Understanding LEA/CETA Agreements Under YETP
- YETP, the Private Sector, and Community Based Organizations (CBOs)

- Prime Sponsors and LEAs - Differences in Philosophy and Goals
- Serving Special Populations Under YETP
- Resolving Fiscal Year Differences between LEAs and CETA
- Work Sites and Work Site Supervision for YETP
- Selling YETP to Educators
- Evaluating YETP Programs

The conferences had two goals:

- To share with state and local career education coordinators and with CETA prime sponsor staff some general information and specific methods for joining career education and YETP to the advantage of both.

- To initiate cooperation between state and local career education coordinators and CETA prime sponsor staff in developing and carrying out YETP in-school programs which share the goals of career education.

Invitations to the conferences were issued to the Chief State School Officer and to the State Coordinator of Career Education of each state. The State Coordinator of Career Education was asked to send an invitation to the superintendent of each school district within the state. Kirschner Associates sent invitations in bulk to each coordinator and, by phone, made arrangements to cover the cost of mailing.

Letters detailing the nature and purpose of the regional conferences and encouraging participation of CETA prime sponsors and LEAs were sent to the Regional Offices of the Department of Labor, to the Regional Offices of the U.S. Office of Education, and to each State Employment and Training Council, along with a request that these be widely distributed. Conference announcements were sent to educational and employment organizations that publish a newsletter or have some other kind of information dissemination network within a state. Announcements were also sent to the persons who attended the mini-conferences sponsored by the Office of Career Education.

A total of 1485 persons attended the 10 conferences, or an average of 149 persons at each conference. A number of those who were invited but could not attend have requested a copy of this report. Those who came did so at their own expense or that of their agencies.

Participants included representatives from 49 states: 499 LEA career education coordinators, 474 local and state representatives of CETA, 62 representatives of career education in state agencies, and 225 representatives from other organizations interested in YETP programs. In addition to the 1,260 participants, 225 observers from the U.S. Office of Education, Chief State School Officers, and the Department of Labor were present to observe the presentations and the interaction of the participants.

Each workshop was designed to begin with introductory remarks by a convener followed by brief presentations by a pair of workshop leaders, one speaking from the point of view of a Local Educational Agency (LEA) and the other from that of a CETA prime sponsor.

Each workshop presentation and discussion was tape recorded --over 175 hours of recording in all. The tapes provided the information from which the reports on each workshop were developed.

INTRODUCTION

The workshops at the ten Regional Conferences on LEA/CETA Collaboration for Career Education under YETP have brought to light both exemplary and alarming aspects of collaboration. The conferences elicited information and highlighted problems that other examinations of collaboration have missed. The regional conferences complement the three other components of a four-part examination and analysis of collaboration between CETA and the schools and, in particular, collaboration that affects career education. The Office of Career Education conceived and carried out all four parts of the project: the 15 mini-conferences, the 48-state survey of LEA/CETA agreements, the ten regional conferences, and the site visits to nine projects which exemplified collaboration.

The regional conferences were intended not only to provide an indication of the state of CETA/LEA collaboration nationwide but also to convey to the conference participants information that would enhance cooperation, particularly between state and local career education coordinators and the CETA personnel who have much to say about whether the Youth Employment and Training Programs are to extend career education and benefit from its experience. A follow-up study of the perceptions of 10 percent of the participants and of designated workshops observers indicates that the workshops, to a remarkable degree, succeeded in conveying the information that the conference participants needed in order to make local policy decisions. The workshops also gathered information that could have profound effect on policy decisions at the national level.

In all but two of the workshops, the topic questions that were suggested in the workshop agendas led to discussions that are summarized in the workshop reports. The report of Workshops I and K instead present abbreviated project descriptions with numbered notations where the presenter's statements bear most directly on the topic questions.

The conferences dealt with both positive and negative aspects of collaboration, as the workshop reports that follow will indicate. The summary and conclusions section which follows the individual workshop reports emphasizes the problems and the solutions that were suggested in the workshops. It develops conclusions that are based not only on the workshop reports but also on material from the three other parts of the Office of Career Education Project.

The regional conferences produced ample evidence of the collaboration between CETA prime sponsors and state and local educational agencies that is sought by the legislation. The conference discussions pointed up contradictions in the intent of CETA law and regulations, contradictions that have the effect of encouraging collaboration to carry out one purpose of the Youth Act but, because of limited funds, contravening another purpose. The law requires (Section 436(a)(4)) assurances that, to the extent feasible, Youth Employment and Training Progams will be coordinated with activities conducted under the Career Education Incentive Act--that is, coordination of YETP with programs that would, by making career education an early and continuing part of the regular school curriculum, reduce the need for intensive catch-up programs for poor youth when they reach their late teens. The Youth Act also is intended to foster demonstrations that CETA funds, when added to state and local educational funds, can produce educational alternatives that will give youth in their middle teens a second chance at the education they need to get started in society.

In the reports that follow, there are examples where collaboration leads to compromises that appear fully consistent with both the letter and the intent of the law. There are other examples where CETA and school officials have reached agreements that appear contrary to the intent of the law and, in some instances, actually contrary to the letter of CETA law or regulations. The conferences help therefore to identify changes that are needed in the present law and regulations or the need for programs of technical assistance to help carry out the law. The regional conferences, along with the findings of the other three parts of the Career Education project, also indicate the need for other legislation that will give greater support, in the elementary and secondary grades, to youth who are not now finding direction for their lives nor for the careers they will pursue.

WORKSHOP A

UNDERSTANDING LEA/CETA AGREEMENTS UNDER YETP

INTRODUCTION

The Workshop conveners opened the sessions by citing the basic questions, outlining the procedures for responses and discussion, and evoking contributions from presenters and participants which are summarized below.

The topic questions for Workshop A tended to produce responses predominated by examples, experiences and critiques of CETA youth programs and other employment and training programs. The responses tended not to directly address the problems of developing agreements nor did they lead to resolution of troublesome issues involving LEA/prime sponsor agreements. For example, there was little discussion of ways that CETA prime sponsors could hold LEAs accountable for individual educational plans or for certification of work assignments as consistent with the overall education of a student. Issues of specific concern to LEAs in agreements, such as the role of educators in CETA Youth Councils, methods of negotiating for 22 percent or more of YETP funds, and ensuring the role of schools in providing transition services, also did not receive much attention from conference participants.

A large proportion of the discussion in Workshop A was devoted to clarifying the purpose of YETP in-school programs and the roles of schools and prime sponsors for those participants who were unfamiliar with CETA and YETP. Many examples of program designs were offered as illustrations of what can be done under YETP.

DISCUSSION OF THE QUESTIONS

1. WHAT IS CETA AND HOW DOES IT WORK?

The Comprehensive Employment and Training Act (CETA) authorizes and funds programs of training, subsidized employment, job placement, and services for eligible applicants. Although most CETA funds go to adults, the focus is shifting toward youth. In the words of the Albuquerque CETA director, it makes more sense to spend money on youth than to spend it on "the same adults over and over again."

YETP is part of a larger CETA demonstration program, the Youth Employment and Demonstration Projects Act (YEDPA), enacted in 1977. On the one hand, noted the convener at the Boston Conference, YEDPA reflects a feeling in Congress that education has failed to prepare youth for the world of work. On the other hand, as the CETA presenter at the Denver Conference acknowledged, YETP allows CETA prime sponsors to correct the failings of previous programs which tried to address the youth unemployment problem without input from education. Several participants pointed out that earlier CETA youth programs fell short of their goals because the academic needs of the youth were not considered.

The intent of CETA is to provide training opportunities to anyone who has experienced difficulty getting employment due to (1) lack of training, (2) physical or mental handicap, or (3) other significant barriers to employment. The last includes the economically disadvantaged, youthful offenders, minorities, high school dropouts, and teenage parents. For YETP, the economically disadvantaged are defined as youth, aged 14-21, from families earning 85 percent or less of the lower living standard income level as determined by the Bureau of Labor Statistics. (Other CETA youth programs set a different income eligibility requirement.)

A minimum of 22 percent of YETP funds must serve in-school youth through programs that are designed to enhance their career opportunities and job prospects. CETA prime sponsors and local education agencies (LEAs) must enter into written agreements to carry out these programs.

The legislation and regulations for YETP specify that the intent of the programs is to prepare both in-school youth and dropouts for unsubsidized employment. Participants noted that since the Department of Labor has come to realize that more than work experience is involved in this preparation, it has turned to the schools, through LEA agreements, for educational assistance. Several participants noted that local educators with questions about CETA should contact the person in their state education agency who has been assigned to work with CETA prime sponsors and programs.

2. WHAT IS A TYPICAL PRIME SPONSOR ORGANIZATION? WHAT IS A TYPICAL LEA?

A prime sponsor is an identified unit of government serving a population of 100,000 or more. It may be a single unit, a consortium of several units (generally counties), or Balance of State (administered by the Governor's office). Areas too small to have their own prime sponsor have an incentive to form a consortium rather than participate in Balance of State, noted the CETA presenter at the Kansas City Conference, because more funds are available to designated prime sponsors.

Workshop A presenters tended to see their own prime sponsors not as "typical" but as unique in some of the following ways: Although Albuquerque constitutes a city-county consortium, Albuquerque is the only city in the county. The Denver prime sponsor was thought by its representative to be unique because it will no longer operate programs, but only contract for and monitor them. CIRALOG, the Central Iowa Regional Association of Local Governments, though a CETA prime sponsor, was not created specifically for CETA; it operates a variety of programs supported by 26 other funding sources.

In fact, cities, counties, multi-county and Balance of State prime sponsors were all represented at Workshop A. What proved of interest to participants was the variation among the local education agencies (LEAs) with which they operated.

An LEA may be a local school district, a consortium of such districts, or a state education agency. In Vermont, the State Department of Education is the LEA. In Tennessee, by contrast, the State Department of Education contracts with the Balance of State prime sponsor to represent 90 counties and then subcontracts to school districts as LEAs.

Prime sponsors whose areas include dozens of school districts generally lack sufficient funds to develop programs with each individual district. In this situation, some prime sponsors have agreements with selected districts on the basis of competitive proposals developed from a Request for Proposals. Other prime sponsors have sole source agreements with selected districts. If the prime sponsor wants to provide services to all school districts, as does CIRALOG in central Iowa, its LEA agreement may be with an area education agency that becomes the service provider for the schools.

3. WHO IS INVOLVED IN YETP PLANNING AND IMPLEMENTATION?

Institutional linkages seem to be a key factor in successful prime sponsor/LEA planning. In Somerset County, New Jersey, the prime sponsor's advisory council includes educators as well as community organization and labor market representatives. A participant in the Boston Conference stressed the need for LEAs to be represented on such councils. In Minnesota, a youth Employment Education Unit was set up in the State Department of Education specifically to help educators and CETA work together.

According to the CETA director in Albuquerque, joint prime sponsor/LEA planning for YETP is carried out more smoothly when the number of participating units is small and when there is continuity of key people involved. The Albuquerque prime sponsor deals with the single school district. The mayor, who formerly was director of the Comprehensive Manpower Program, favors putting money into the schools in the hope that emphasis on youth employment training will reduce the later need for adult manpower programs. In Vermont, the State Department of Education, which runs most CETA youth programs, has long been involved in operating State summer youth programs. An LEA representative from Iowa says the key to good working relationships is an active career education advisory committee. In Des Moines, such a committee has been functioning for eight years. Further, the LEA contact in Des Moines also chairs the prime sponsor's youth advisory board and serves as a member of the Balance of State Youth Committee.

Participants in all the Workshop A sessions stressed the need for early planning. In central Iowa, the Youth Advisory Committee, which YETP regulations require all prime sponsors to establish, makes early program recommendations to the eight-county prime sponsor. The Somerset County prime sponsor in New Jersey made a similar report.

In discussing how early the LEAs can be brought into the planning process, a common complaint was that prime sponsors tend to issue Requests for Proposals that reach the schools during the summer when few schools have staff to respond. For example, in DeKalb County, Georgia, less than 30 days was available to put together a proposal. The result was a delayed contract, a program of lower quality, and less credibility for YETP with the schools. One participant suggested that LEAs subscribe to Capitol Publications' Manpower and Vocational Education Weekly, which would provide the schools with program information in advance of official notices from the Department of Labor Regional office and the prime sponsors.

The Vermont prime sponsors reported that they develop a broad plan for the State, then solicit proposals in keeping with the plan and, if necessary, modify their plan.

The Northern Colorado Consortium prides itself on longstanding relationships and credibility with schools that permit it to develop a comprehensive career development program and then sell the program to a superintendent and a school board. Some prime sponsors, as in Dakota County, Minnesota, simply furnish school superintendents with copies of the regulations and let them design their own programs.

Workshop A participants made the following additional points related to YETP planning and implementation:

- In Tennessee, most LEAs are prevented by statute from using local or state tax money to support federal programs; funds can only be shifted between federal programs.
- In approaching school principals to promote YETP, it is best to meet with them singly rather than in a group, cautioned the LEA presenter at the Denver Conference, since a single negative person can turn others against a program.
- After dealing with principals or superintendents, prime sponsors should contact the person responsible for career education in each school; it is often difficult to determine in each school who the appropriate contact person is.
- LEAs should establish a single person as their contact, or liaison, with the prime sponsor.
- Advance funding would help the planning process, as would the allowance by the Department of Labor of an indirect cost factor similar to the one HEW allocates.
- Prime sponsors have a set of grievance procedures which LEAs should use before appealing to a Department of Labor regional office.

4. HOW DO YETP GOALS COMPARE WITH LEA GOALS, PARTICULARLY IN CAREER EDUCATION? (WHAT ARE SOME OF THE MECHANISMS ADOPTED TO MEET THESE GOALS?)

There was general agreement among Workshop A participants, CETA representatives as well as educators, that YETP programs should be designed to either tie in with career education programs where they already exist or to stimulate career education programs in schools that lack them.

In Burlington, Vermont, there was no local money available for career education, so the high school wrote a proposal to use YETP funds for peer counseling in a new career education unit which now involves large numbers of students. In Somerville, New Jersey, the schools' YETP provides seed money to pay the salary of a certified career counselor whose sole purpose is to implement YETP and rejuvenate a career education program. In Northern Colorado, few high schools had career education, so the prime sponsor consortium used YETP funds to develop an experimental comprehensive career development program for the city of Fort Morgan.

According to the CETA presenter at the Chicago conference, schools are beginning to realize that they can use YETP funds to target help to their disadvantaged students, thus freeing other school funds to serve their total population better. In Des Moines, where career education has been provided since 1971, CETA funds have helped to fill in gaps such as transition skills, employability skills and life-skill competencies. In Denver, where many CETA youth have already been exposed to career education, the YETP agreement provides for "career education activities," including role-playing interview exercises and completing job application forms. In Somerset County, New Jersey, all three YETP programs include career education workshops. The program stresses the work ethic, since many participants come from homes without a working parent.

A prime sponsor in Montana provides YETP funds to develop programs that use the Experience Based Career Education model developed by the Far West Laboratory in San Francisco. In California, a large number of disadvantaged and handicapped youth are in in-school Regional Occupational Programs (ROPs), which YETP funds can supplement. In Illinois, there is a similar cooperative training program, to which YETP can be added.

Sometimes, however, the goals of CETA and the schools are not in accord, and YETP programs must be revised. A participant at the Atlanta Conference cited school objections to what appeared to be paying youth to stay in school. The in-school program was redesigned to provide transition services to all students. Facing a cut in funding, the prime sponsor for the eight-county central Iowa region switched from career exploration to less costly transition services so that the number of participants would not be reduced.

Dropouts are costly to a school system, especially during a period of declining enrollments, since state school funds are provided on the basis of numbers of students attending. A YETP program that brings dropouts back to school is thus in a school's financial interest. A Duluth, Minnesota, program provides dropouts with a short in-school curriculum prior to part-time work experience. The program was instituted with the full support of the school board and over the objections of principals who did not want these particular youths to return.

Specific mechanisms are important for relating YETP programs to career education goals. In the Denver public schools, for example, the LEA agreement provides that job assignments for participants are the responsibility of in-school program managers so that each job is more likely to reflect a consideration of the participant's academic needs.

Career planning in YETP helps to coordinate vocational training. In Modesto, California, participants in past youth employment programs tended not to enroll in vocational programs but rather to jump from one vocational class to another, ending up with no real vocational skills. Now, the YETP program is designed to generate an interest in vocational programs. The program works closely with the vocational education staff, recognizing that those teachers know the skills needed to work in industry.

5. WHAT TYPES OF ACTIVITIES ARE ALLOWED UNDER YETP?

YETP allows programs to choose from a wide range of allowable services for youth. The following examples presented at Workshop A illustrate how YETP programs can be tailored to meet youth needs and the varying local circumstances.

Albuquerque - YETP has expanded CETA youth programs into specific areas of training for work in child care and in the tourism industry. Child care is an important part of the program since many of the enrollees are teenage mothers. Work experience in the tourism program is all in the private sector through vocational exploration in hotels and motels in the city.

DeKalb County, Georgia. CETA participants use an existing community skills center from 3 to 9 p.m., after its normal hours. Since many participants are teenage mothers, this time period allows them to have their children cared for at home when other members of the family have returned from work.

Central Iowa - YETP has two separate components. (1) The 56 school districts in the area were eligible to apply for career information materials. Sixteen returned mini-grant applications and 12 were funded. Both the LEA and CETA representatives felt this approach was preferable to buying a percentage of a counselor's time at each of the high schools. (2) Through an area education agency, funds go to all 56 schools. Career exploration programs provide 10 hours a week of work experience in public sector jobs. Funding allowed only ten percent of eligible students to be served last year. The program will be redesigned this year so that more eligible students can be admitted by including more transition services and providing fewer enrollees with paid work experience.

Somerset County, New Jersey - YETP funds support three separate in-school programs. All three include career education workshops, work experience, and counseling. One program funds an outreach counselor within a high school, another pays part of a coordinator's salary, and a third funds a "CETA department" in a vocational technical school.

Duluth, Minnesota - All CETA programs are run from a single skills center which has computer terminals for learning interviewing techniques and completing job applications. Because of limited funding for participant wages, only 8-10 hours of work experience per week are funded. That amount, however, has proved sufficient to keep participants from dropping out of school.

Denver, Colorado - YETP serves 14-15 year olds in their last year of junior high school. The LEA agreement states that a minimum number of activities will be provided in career exploration; this allows participating schools freedom to develop varied and innovative programs. The LEA agreement also provides funds for health assessments of enrollees to determine whether medical problems are part of a youth's difficulties; it was found that 16 percent of enrollees in the Denver programs did need some form of medical asssistance.

Modesto, California. YETP provides 14-15 year olds with class instruction in auto industry occupations, basic industrial skills, entry office occupations, building maintenance, child development, and a victim/witness assistance program. The aim of the YETP program is to generate an interest in regular in-school vocational programs. Students attend classes in the morning and go to work experience jobs in the afternoon.

6. WHAT SHOULD AN LEA/CETA AGREEMENT LOOK LIKE? (WHAT ARE THE ADVANTAGES IN FINANCIAL VS. NONFINANCIAL AGREEMENTS?)

Participants were in consensus that a typical LEA agreement sets forth: who will be involved, the activities provided, eligibility requirements, allowable transition services and employers, the number of hours participants will work, how and how often work experience is monitored, and measurable objectives. It was suggested that good collections of LEA/CETA agreements can be found in two publications, Putting America's Future to Work and Partners--CETA Education and Youth.

Prime sponsors may write either financial or non-financial agreements with LEAs. The Duluth CETA representative found that non-financial agreements work well when funding is limited. The representative from Iowa found they are useful when an intermediate service provider does not want to get involved in program operations. Financial agreements generally provide additional staff to coordinate in-school programs. Some participants noted that their agreements also require someone in the school to be responsible for intake. In Vermont, the prime sponsor prefers financial agreements because it feels they provide more motivation to the schools.

OTHER RELATED ISSUES

In discussing what can be done under YETP, Workshop A participants went beyond the topic questions to discuss several other areas of concern: eligibility, work experience, academic credit, and integrating other funding.

Eligibility

To be eligible for more than transition services, YETP participants must be from families earning 85 percent or less of the "lower living standard" income set by the Bureau of Labor Statistics. Other CETA youth titles have different eligibility requirements, which can make it difficult to combine program funds. Several participants expressed problems with identification and verification. In many states, schools will not release student records because of state privacy laws which makes recruitment and screening difficult.

In Albuquerque, youth from families receiving welfare are automatically deemed eligible.

In Somerset County, New Jersey, a selection committee made up of CETA, LEA, and guidance staff people screens for eligibility.

In the central Iowa program, recruitment is done through lists of youth in free or reduced lunch programs, as well as social service department lists of recipients of Aid to Families with Dependent Children (AFDC).

In Denver, prospective enrollees are given forms for parents to sign which simply state but do not specify an income criterion. The prime sponsor sends a representative to the school to interview and collect supporting documents.

In Modesto, California, many youth had to be screened out because family income from older siblings had not been documented.

In Anchorage, many 16 year olds live alone or with alcoholic parents. To help them qualify, the program tries to get parents to sign forms saying they are not providing support; then the youths are taken before a local judge and declared Emancipated Youth under the law so that they can be eligible.

Academic Credit

Most of the participant comments indicated that programs do not have a problem obtaining academic credit for work experience. Granting of credit is generally the local option of school districts, with standards established by the State. The key to obtaining provisions for academic credit is often a training plan and a training agreement specifying what skills will be obtained from work experience and the role of a certified coordinator. Many agreements specify that CETA youth obtain skills through work experience that they could not get in the school. Participants noted that in many LEAs the real issue is not academic credits, per se, but required units of credit for graduation.

The prime sponsor's mandate to promote such credit can lead to better LEA-prime sponsor working arrangements. In Montana, school districts agreed to allow credit provided the prime sponsor funded a certified learning coordinator in the district. That person became the liaison between certified teachers in the schools and the local Human Resource Development Councils which are subcontractors for work experience. In North Carolina, the state education agency withheld State approval of credit until local prime sponsors were more forthcoming with information about YETP programs.

In Denver, while a minimum of 250 hours of work gets credit, credit is awarded only through assessment of the work experience by in-school personnel. In California, the suggested method of awarding credit is to use "independent study" credits.

Work Experience

Comments were made by both prime sponsor and LEA participants concerning the limited range of jobs in public and private non-profit sectors, making those jobs less meaningful to the youth. In rural areas, such as Central Iowa, this is a particular problem.

The Duluth, Minnesota, program emphasizes finding jobs outside the school because youth tend to behave more like adults outside the school setting and because it gives the work aspect of YETP more visibility in the community.

The fact that YETP pays the Federal minimum wage to participants was a source of problems in Dakota County, Minnesota, because youth employed by the schools earn the lower State minimum wage. Some school districts pulled out of YETP over this issue. The Denver program justifies the pay by results of a survey of YETP students in Denver, which showed that most enrollees shared their earnings with their families and only five percent spent all of their pay on themselves.

Integrating with Other Funding

In Duluth Minnesota, YETP is tied in with an existing work experience program (WECEP) that allows 50 percent of the salaries, travel and equipment of vocationally-certified teachers to be reimbursed by vocational education monies.

A participant at the Seattle conference indicated that CETA Title VI funds for Public Service Employment (PSE) were used to augment her YETP program. Rather than burden regular in-school teachers with additional duties under YETP, the program used PSE funds to hire a full-time coordinator.

Another participant noted that Youth Work, Inc., in Washington, DC, provides money for the vocationally disadvantaged if projects are meshed with other school programs. Small grants for the handicapped are available from Head Start in HEW.

In Modesto, California, free lunches are provided by the Department of Agriculture, using food from the surplus food section of the State Department of Education. Transportation to the Salvation Army Center where the meals are prepared is paid for by a migrant education program.

WORKSHOP B

YETP, THE PRIVATE SECTOR, AND COMMUNITY BASED ORGANIZATIONS (CBOs)

INTRODUCTION

Workshop B began with a discussion of community based organizations (CBOs), their attributes, and what they can do for Youth Employment and Training Programs. Participants then discussed ways of involving private firms in youth training and ways of making work experiences meaningful to the youth. A summary of comments made and highlights of specific programs are presented under the topic questions which follow.

DISCUSSION OF THE QUESTIONS

1. WHAT IS A CBO AND HOW CAN CBOs BE INVOLVED IN THE LEA/CETA PARTNERSHIP?

The Role of CBOs

The regulations issued September 26, 1978, for youth programs under the Comprehensive Employment and Training Act define a community based organization (CBO) as "a private nonprofit organization which is representative of a community or of particular segments of a community and which can provide employment and training services." The CETA regulations direct prime sponsors to attempt to involve "CBOs of demonstrated local effectiveness in the delivery of employment and training services to youth..."

Participants identified several major types of CBOs which are involved in providing YETP services, including the National Urban League, Mainstream, Community Action Agencies, YMCAs and neighborhood groups.

[illegible]P, CBOs have primarily served out-of-school youth. Participants mentioned the following types of services among those provided by CBOs:

- Work experience
- Training toward the GED
- Public service employment (PSE)
- Job skills training
- Institutionalized alternative education paralleling the public school system.
- Supportive services
- Job development and placement

Participants pointed out several attributes of CBOs that LEAs and CETA can draw upon in the design and implementation of YETP services to in-school youth. First, many CBOs, such as YMCAs, enjoy name recognition and community support in their own right.

Second, some CBOs have a long history of working with the prime sponsor and/or with the local school system. For example, the Greater Philadelphia Federation of Settlements, an umbrella group of 14 CBOs in the inner city, jointly designed a CETA youth program called Summer Training Resources in Vocational Education (STRIVE) prior to enactment of the YETP program.

Third, CBO programs are funded from a variety of sources, which generally allows a CBO to create programs that are broader in scope than those an LEA alone could create. In a 9-county rural area of Central Michigan, the Youth Development Program is funded not only by the CETA prime sponsor but also from grants for the handicapped and from the Governor's CETA discretionary funds.

Fourth, many CBOs have well-established links to the business community which makes a CBO a central contact point for prospective employers as well as school people. The Director of the Greater Philadelphia Federation of Settlements, for example, is a member of the city's Education to Work Council, which serves as a neutral meeting place for people from businesses, the schools, government and CBOs.

How CBOs Can Be Involved in the LEA/CETA Partnership

Workshop B participants cited several ways in which CBOs have been involved in YETP programs with prime sponsors and schools, from the most comprehensive role of actually managing a career development and work experience program to the more limited role of providing labor market information to existing programs.

Managing a program - Open Doors is a nonprofit organization in New York City that operates training and job placement programs for youth and adults. In 1977-78, Open Doors developed a project called Education and Private Industry Cooperation (EPIC). EPIC provides a program of job development and work experience in the private sector for CETA-eligible juniors in two public high schools. Enrollees canvassed their communities to find out what jobs were available. The students interviewed employers to determine what jobs were available, what specific skills were required, and how the jobs would relate to the school curriculum. Students pooled this information in school workshops, where they learned job-seeking and job-holding skills. Then they filled the jobs they had developed. Of the 150 students involved in the original canvassing, 141 completed ten weeks of work and 57 were retained in unsubsidized jobs during the summer.

Developing jobs - The Greater Philadelphia Federation of Settlements has collaborated with both the Philadelphia manpower office and the city school system in a national youth demonstration project aimed at keeping youth in school by providing them with subsidized after-school jobs in the private sector. While the Chamber of Commerce developed jobs in large corporations and the labor unions helped place youth in middle-sized firms, the Federation's 14 neighborhood-based CBOs had a unique capability for identifying job slots in small shops and community stores. Over 1200 jobs were developed in the private sector through the efforts of the Federation.

Participating in a job placement network - In Midland, Michigan, a community based organization, the Youth Development Program, is linked with Junior Achievement, the Michigan Employment and Security Commission, and an "intermediate school district" which provides auxillary services to several member school districts for operating a YETP program. An Areawide Placement Project provides each of eight counties with a computerized job bank which allows job referrals to be made from one county to another.

Marketing on-the-job training in the private sector - In Mississippi, the Governor's Office of Private Sector Services uses CETA Title II-B funds to market OJT training through a CBO, instead of through the State Employment Security Commission which most other states use. This service is being linked to the YETP in-school program in Meridian, Mississippi, to provide monthly job order information.

Providing information and assistance to the in-school teacher - An LEA representative from Santa Cruz, California, said that teachers in his school district welcomed CBOs as "representatives of the labor market" and as a source for clarifying the many federal programs with which teachers are expected to work but often do not understand.

Open Doors provided public school teachers in New York City with labor market information by hiring some teachers to write curricular bulletins concerning the world of work and by asking others to visit 60 work sites to prepare a book on education and employability.

Resistance to Involving CBOs

Workshop participants also noted several instances of resistance to defining a role for CBOs in in-school programs. A participant in the Atlanta conference said that CBOs remain "untapped resources" in many communities. Several participants interpreted the CETA regulations to imply that CBOs should be restricted to serving out-of-school youth and that they should have no role in an LEA agreement using the 22 percent of YETP funds mandated for in-school programs.

A CBO participant at the Dallas conference complained that CBOs have met resistance to being included in the linkage because of alleged duplication with school services, turf issues, and the unwillingness of schools to admit their problems in reducing the dropout rate or in working with dropouts.

A participant from Louisiana noted that the business community in his state prefers to work directly with the school system because it finds more continuity and support there. A participant at the San Francisco conference finds that competition for YETP funding leads to suspicion and guarding of information; as a result, CBOs are not brought in to share information and ideas with LEAs and prime sponsors.

2. HOW CAN WE PERSUADE PRIVATE EMPLOYERS TO PARTICIPATE IN YOUTH JOB PROGRAMS?

Workshop participants stressed the financial incentives for employers in the private sector to participate in youth job programs. They also suggested appealing to the social responsibility of employers, to increase their interest in education. General approaches were suggested that are applicable to all firms, and distinctions were drawn between large corporations and smaller non-unionized businesses. Finally, participants suggested some specific points of contact in the business community and cited several problems to avoid.

Financial incentives - There are three ways to place CETA-eligible youth in the private sector, and each way offers a distinct financial benefit to the employer:

- Through the vocational exploration program of YETP, CETA pays youth the minimum wage.
- Through on-the-job training (OJT), CETA reimburses an employer for up to 50 percent of training costs.
- Through the tax credit program, employers can get credits of up to $3000 for the first year and $1500 the second year for hiring disadvantaged youth (or adults) in full-time jobs.

Civic responsibility and other approaches - Even with financial incentives, many employers are reluctant to hire CETA youth generally, because of their lack of skills and the need for close job supervision. Many workshop participants stressed the need to appeal to an employer's civic consciousness.

A job developer in the Wilmington, Delaware, program said he points out to employers that CETA youth have high motivation despite their low skill level. He invites employers to visit the schools so that teachers can use their experience in teaching job-seeking skills; furthermore, employers are guaranteed that the program will provide specific training, such as improved typing, before a student is placed in a job.

It is important to start slowly in working with employers, placing only youth with positive job attitudes, noted the job developer for the Energy Training and Education Center in Boston. He has found that a small initial commitment which leads to a satisfactory experience can often be built upon later.

Large vs. small firms - In discussing job development, participants revealed some differences in the approach depending on the size of the firm. In Wilmington, Delaware, where small firms were contacted, the job developer sought to place students in jobs where there are high turnover rates. By contrast, the job developer for the Educational Collaborative of Greater Boston (EDCO) approaches only healthy companies that are not experiencing layoffs. This approach is taken in Boston because in large unionized firms, the first contact has to be with the union. Unions have been cooperative with youth programs when union jobs are not threatened. While job development in small companies can often proceed quickly, identifying job slots in larger firms must allow ample time to select an appropriate job supervisor. Finally, large companies are not as likely as smaller firms to be motivated to participate by the prospect of testing a potential full-time employee. According to a Boston participant, a small company can provide a "family approach" and caring attitude which is absent in larger companies.

Suggestions for specific contacts - Workshop participants singled out the following organizations as being especially helpful in serving as an intermediary for developing private sector jobs:

- The National Alliance of Businessmen -- pledged to job development around the country.
- The Human Resources Office of the AFL-CIO -- entree to unionized firms.
- Fraternal organizations -- key local businessmen are active, and successful placements can lead quickly to other referrals.

General problems to avoid - In developing jobs in the private sector, participants noted three problem areas that could be detrimental to youth programs:

- Employers sometimes take on more youth than they can supervise.

- Excess job "screening" by employers can lead to youth discouragement.
- Uncoordinated job development by various local agencies and programs tends to annoy prospective employers by the barrage of job requests.

3. HOW CAN WORK EXPERIENCES BE MADE MEANINGFUL?

Responses to this question varied greatly, because conference participants interpreted "meaningful" work in several different ways: (1) related to concurrent classroom instruction; (2) related to specific career goals of YETP youth; (3) related to other, full-time jobs in the private sector; (4) productive to the employer; (5) having continuity--that is, a particular subsidized work experience job will later be available as an unsubsidized job; (6) serving as preparation for the employment cycle--using work experience to obtain the next job.

Participants in some of the conferences felt that "meaningfulness" of work experiences is the wrong focus. A participant in Atlanta noted that since the average person switches jobs five or six times during a lifetime, we must avoid arbitrarily stereotyping the jobs found for CETA youth participants. The EPIC director in New York pointed out that a youth job in the private sector is likely to be a "real job" that can lead toward unsubsidized employment because an employer must commit time to training and supervision of the youth. In rural areas, said a principal from Brooks County, Georgia, YETP should focus simply on filling existing local job openings, rather than on seeking work experience based on broad career exploration, since youth from economically disadvantaged families rarely move away from the area.

Specific Recommendations

Given the diverse interpretations of "meaningful" work experiences, the following suggestions were offered by workshop participants:

- Create youth corporations, to give CETA youth an incentive to relate their high school education to their entreprenurial work.
- Use theme-oriented programs--such as energy or the media--to link jobs to classroom instruction.
- Develop in-school vocational programs that provide more offerings than just shop and home economics.
- Use teachers as job counselors, and vice versa, to purposely blur the distinction between school and work.
- Have teachers visit work sites and employers visit the schools so employer experience can be incorporated into job seeking-skills taught at the schools.
- Involve in-school youth in developing their own jobs by canvassing their community.
- Secure a written job description and identification of a job site supervisor before a site is officially selected.
- Take into account labor market projections so that youth do not find their jobs phased out after work experience.
- When jobs in the non-profit sector are required by specific programs, use hospitals and colleges as sources of job slots which are comparable to the wide range found in the private sector.

4. HOW CAN WE CLARIFY VOCATIONAL EDUCATION, CAREER EDUCATION, DISTRIBUTIVE EDUCATION AND YETP TO POTENTIAL EMPLOYERS?

In the one conference workshop where this question was addressed, the participants felt that it had no meaning to employers. At other conferences, participants noted that prospective employers, particularly in small communities, were barraged for job requests by different youth agencies and programs. Clarifications of different programs may have to await coordination among the programs' job development efforts with employers.

WORKSHOPS C AND H

AUTHORITY AND RESPONSIBILITY IN LEA/PRIME SPONSOR AGREEMENTS

INTRODUCTION

Conference participants in Workshops C and Workshop H addressed both general factors that are important in the development of school/prime sponsor agreements and specific methods of improving agreements. Participants focused on many school and CETA objectives that must be discussed and negotiated in the process of developing a workable agreement and an in-school program design. A clear understanding of the attitudes of administators and staff and of the priorities of each organization was identified as the basis for overcoming differences and establishing collaboration. The workshop also produced many practical suggestions for incorporating the objectives of the school and the prime sponsor in a YETP program and developing effective communication linkages to ensure that both parties are continually involved in the program. Finally, both educators and CETA staff described ways they have successfully overcome "turf" disputes.

The order in which the topic questions were discussed was not the same at every conference and discussion often tended to bridge several of the separate topics. But the issues raised and the comments shared by participants were sufficiently alike to group them under the topic questions and several subheadings.

DISCUSSION OF THE QUESTIONS

1. HOW CAN WE DEVELOP A PARTNERSHIP WITH MUTUAL ACCOUNTABILITY AND SHARING OF RESOURCES?

Participant responses to and discussion of the question can be grouped into three categories. First, a major focus of the discussion was on factors that contribute to, or encourage, collaboration between schools and prime sponsor organizations. Shared goals, previous school-manpower linkages, and common orientations of personnel were among the types of factors that were raised. Second, participants discussed several differences in attitudes and policies between schools and prime sponsors that can inhibit a partnership. These discussions naturally led to suggestions of ways to overcome these differences. Third, tactics for improving program designs and increasing the role of schools in program operations were recommended, e.g., integrating transition services with school curricula and programs, combining the administration of several CETA-funded programs, and allowing schools to initiate program designs.

Factors Contributing to Collaboration

- In participating schools with well-established programs of career education, development of YETP programs is easier.
- When the State Department of Education has good working relations with CETA at the State level, cooperation is encouraged at local levels.
- Schools that had previously taken part in Neighborhood Youth Corps programs tend to be responsive to the new CETA youth programs.
- Where school boards and prime sponsors are both answerable to the same political entity, such as a mayor, collaboration is encouraged.
- Schools that have cooperative work experience programs are receptive to youth programs which have similar guidelines.

- When LEAs and prime sponsors have representatives on each other's advisory boards, cooperation is enhanced.

- When CETA youth program directors have a background in education, collaboration with schools is facilitated by the common understanding.

Attitude and Policy Differences that Inhibit Collaboration; Ways to Overcome Difficulties

- The prime sponsor must recognize that, in some LEAs, infusion of dollars can be more of an administrative headache than a practical help.

- The prime sponsor should make the LEA aware of Department of Labor expectations of the prime sponsor so that the LEA understands the pressures on the prime sponsor.

- The LEA is obliged to see as its responsibility the preparation of all youth for the world of work.

- The LEA must realize that a youth's first job takes him a long way toward the very self-awareness that the LEA seeks to foster.

- The prime sponsor must acknowledge the schools' long-term approach to career preparation.

- The prime sponsor should understand how the school system works and not try to change the system.

- The prime sponsor must recognize that teachers are accustomed to a difference schedule: a nine-month working year and a school day that ends around 3 p.m.

- The LEA must recognize that local elections may bring new policitians into the prime sponsor in mid-program, leading to possible requests for changes.

- The prime sponsor should realize that LEAs will be more cooperative if they are made to feel that many of the program ideas are their own.

- The prime sponsor must be flexible with funding, recognizing that LEA budgets are getting tighter due to falling enrollments and state/local property tax initiatives.

- Both should adopt a common perspective on dealing with CETA youth -- whether to "mainstream" them or to set up separate facilities for them.
- Both must see YETP first as a benefit to youth, not as an enhancement of either LEA or prime sponsor.
- Both must set realistic expectations from the YETP program.
- Both prime sponsor and school staff must respect each other as professionals.

Recommended Tactics for Improving Collaboration

- Appoint someone to be in the school during July and August to respond to the Requests for Proposal that are issued by the prime sponsor.
- Deal with noncontroversial issues first in negotiating a school/prime sponsor agreement.
- Clearly define roles and responsibilities of all parties involved in implementing the agreement.
- Whenever possible, provide transitional services, as these best fit in with school programs.
- Fit YETP into existing Experience Based Career Education (EBCE) model programs.
- Fit YETP into existing cooperative education programs.
- Retain as much program flexibility as possible, either by negotiating broad non-financial agreements or by providing for switching of funds among program elements.
- Combine CETA Title II-B and YETP programs, where possible, to save paperwork and administrative expenses.
- Encourage LEAs to develop training programs, instead of waiting for a prime sponsor to do so.
- One school district has used its YETP in-school program to entice dropouts to return to school. If they do well, the participants are enrolled in a regular vocational education program.

2. HOW CAN WE DEVELOP EFFECTIVE COMMUNICATION AND REFERRAL LINKS BETWEEN LEAS AND CETA?

Participants in Workshop C and H made specific recommendations and suggestions for improving the school/prime sponsor partnership through establishing clear channels of communication and strengthening organizational linkages. Many of the participants indicated that one of the greatest barriers to collaborative program planning and operations was the lack of information and interaction between school and CETA personnel. There are a number of steps that can be taken to establish and reinforce linkages. Following are several of the approaches suggested by school and CETA conference participants:

- Establish a mutual glossary of terms to avoid misunderstandings of definitions and policies.
- School adminstrators and faculty should become thoroughly familiar with CETA regulations and program guidelines.
- Educate the prime sponsor on the particular needs of special education students.
- Hold a workshop for school and CETA personnel to go step by step through the contracting process.
- Provide in-service training for LEAs in responding to RFPs and in drafting agreements.
- Provide in-service training, on a one-on-one basis, for all school people implementing an agreement.
- Hold an all-day youth conference every year for all students in CETA programs, at which the schools present the occupational areas that are explored in the in-school component of the program.
- Keep school administrators informed of changes in CETA rules and regulations.
- Identify a staff member in both the school system and the prime sponsor organization to act as liaison for all day-to-day issues, problems, and concerns that arise in program planning and operations.
- Hold regular meetings between prime sponsor staff and administrators, supervisors, counselors, and teachers who have a role in the program.

3. WHAT DOES DOL REQUIRE IN TERMS OF RESPONSIBILITY AND REPORTING?

Conference participants were largely in agreement that prime sponsor management information systems should handle reporting of participation data to the Department of Labor. The extent to which school districts have responsibility for collecting and contributing data to prime sponsor quarterly program reports varied widely. One prime sponsor simplifies the process by having a youth office handle records and participant data for all school districts in YETP. School districts that report their own data on participants have found that this often requires double recordkeeping due to the different forms used by the district and the prime sponsor.

Certification of Eligibility

A major difficulty the CETA requirements on participant data pose for school districts concerns certification of eligibility of applicants. One school program coordinator reported that the prime sponsor requires 10 pages of forms on each youth applicant. Another participant said the school used a one-page eligibility form which was then submitted to the prime sponsor, but other types of documentation are required since the appropriate means of verifying family income is unclear.

Several participants reported problems in certifying eligibility due to State laws that prohibit the release of information on students' performance or background. One approach that has been taken is to specify in the LEA/prime sponsor agreement that a third party, e.g., a higher education research group, complete the student eligibility validation through a subcontract.

In another school program a different approach was taken. Initially, the prime sponsor required that all participants be income-eligible, causing recruitment problems because program staff had no access to school records and were forced to identify potential eligible students by checking low-income neighborhoods. This effort only served to negatively "peg the project as the CETA class." Finally, the problem was resolved when the prime sponsor authorized the program in its second year to switch to a 50-50 mix of income-eligible and non-eligible youth.

Workshop participants cited several other types of difficulties in recruiting and selecting students for YETP due to the problem of determining family income:

- Many poor youth do not seek out counselors, so that school authorities have no reason to know they are poor.
- While many programs use lunch lists as a recruitment tool, not all poor youth sign up for free lunches.
- Some poor youth come from families that are off welfare for parts of the year and may thus not appear on welfare rolls at a particular time recruiting is taken place.
- Residence in a low-income area is an unreliable indicator of income.
- Mass distribution of eligibility forms to youth age 14 and older was judged by one school district to be the most effective procedure for identifying eligible youth.

The Department of Labor Funding Cycle

The mismatch in the timing of funding of CETA prime sponsor programs and the school calendar was cited as a problem by school representatives in Workshops C and H. Some schools have had to establish separate classes for CETA participants, often in separate facilities, as a result of the differences in funding cycles between the schools and CETA.

The Award of Academic Credit

The CETA regulations' mandate to prime sponsors to encourage the award of academic credit in YETP in-school programs was a major point of negotiation and compromise in many LEA/prime sponsor agreements. School districts that had their own work experience, cooperative education, or work-study program tend to have adapted to the CETA requirements quite well. Some schools had to adapt existing policy and curricula to the YETP. One participant reported that the school district's vocational education department apparently felt threatened by the YETP proposal because school personnel argued that academic credit should be awarded only to those students in YETP who would qualify for vocational education programs.

4. HOW CAN WE OVERCOME THE "TURF" DISPUTES?

Methods of overcoming and avoiding disputes over the areas of authority and responsibility for youth programs were recommended by participants in Workshops C and H. Many of the suggestions were related to general approaches to partnership development and collaborative planning. Within the descriptions of specific program experiences and examples, strategies for handling potential and existing disputes were outlined. The following examples represent the types of strategies that were adopted in programs reported at the conferences:

- A county school board took the initiative to identify people within each school who were in a position to implement programs.
- A county school system got its work experience coordinators together and, as a group, they approached the prime sponsor with ideas for a comprehensive county-wide plan.
- A school district was successful in petitioning the mayor to appoint a school district coordinator of federal programs to the prime sponsor's advisory council where she could have a voice in program design.
- Another school district mandated the creation of school-community organization to review youth programs.

- One school district held meetings with parents and local business people prior to preparing program strategies.

- Where schools in one district feared loss of control if they accepted CETA-hired teachers, the prime sponsor allowed program teachers to be hired jointly by its staff and the principals; while those teachers report to the CETA program, they were also instructed to become as much a part of their home schools as possible.

5. HOW CAN WE GET THE KEY LEA AND CETA DECISION-MAKERS INVOLVED?

Workshop participants identified several different types of key decision-makers that are important in successful development of an agreement and implementation of CETA in-school program. The key individuals vary according to the organization of the school district, the role of the youth programs within the overall CETA system, and the design of the in-school program. However, prime sponsor and school representatives indicated several general ways that the support and involvement of key individuals at several levels can be obtained:

- Superintendents - Where a prime sponsor deals with a number of school districts, it is useful to approach the superintendents as a group and to make a scheduled presentation at an area-wide meeting of superintendents. A superintendent who is known to support manpower education can help persuade his colleagues to cooperate with CETA. Superintendents who have dealt with cooperative work experience programs can be assured that the recent YETP guidelines are very similar to those programs.

- Principals - The support of the building-level principal is crucial in many school districts that are decentralized. A good approach is to have the program coordinator or the CETA youth director or both persons meet with each principal before the program is initiated and before any design changes to gain his/her acceptance and involvement.

- Secondary school counselors - Each fall, before school begins, many school districts conduct counselor workshops at which the prime sponsor can make presentations. CETA programs could also be presented at annual state and regional conferences of school counselors.

- Career education coordinators - These people also have state-wide meetings at which CETA programs can be presented.

- State Department of Education - SEAs can act as troubleshooters to overcome turf problems. They can bring decision-makers together by holding state conferences of LEAs. Many SEAs prepare newsletters to provide school districts with information on federal programs. Some provide special grants to multi-county areas. Some SEA personnel also sit on the State manpower council or State youth council.

- Overlapping board memberships - Where possible, the prime sponsor should be represented on the school district's vocational advisory board or career education council. Likewise, school people should sit on local and regional manpower councils and on youth councils as well.

- Other school people - In some areas, a director of secondary education is a key person who needs to be "sold" on YETP. Special education teachers, familiar with the needs of handicapped persons, are frequently left out of the referral network and may need to be approached directly. School boards may also contain a key person, e.g., a member responsible for vocational education.

- Local employers - Many school districts have a career education advisory committee, made up primarily of community business people. In some areas, Industry Education Labor Councils are active.

WORKSHOP D

PRIME SPONSORS AND LEAS -- DIFFERENCES IN PHILOSOPHY AND GOALS

INTRODUCTION

Conference participants in Workshop D focused on several basic differences between school systems and CETA prime sponsor organizations that have affected the planning and implementation of YETP in-school programs. The organizational differences discussed most often were (a) the role of the school and the CETA prime sponsor within the community and (b) the question of targeting youth funds toward specific student groups. Participants also found that there are many areas of shared interest and concern.

School and CETA representatives maintained that a major difference is the basic goals for each organization. As was stated in one of the workshops:

> The role of the high school is to prepare all its students to function in society; the focus is on the high school degree obtained through academic classroom training. The role of CETA is to prepare economically disadvantaged youth, both in and out of school, for future unsubsidized employment; the focus is on survival skills obtained through work experience and special training.

Thus, the schools and the CETA prime sponsor serve different functions within the community. Participants noted that expectations for CETA in-school programs often differ according to these larger organizational functions.

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A second basic difference on philosophy and goals is over the issue of program targeting and selection of participants. Conference representatives from school systems indicated that the targeting of YETP services only to economically-disadvantaged youth has been a major source of differences with prime sponsors. Although only a minority of the participants indicated that their programs include transition services for non-disadvantaged students, the programs that include this broader use of YETP funds for students have generally been those designed with strong input from school staff.

Prime sponsor representatives, and some educators, viewed the question of the criteria used in selecting YETP participants from among the population of economically-disadvantaged students as a major point of negotiations for LEA/CETA agreements. Prime sponsors that have program goals of high rates of job placement and positive termination encourage the selection of applicants who have better school performance and better chances of retention in the program. Those prime sponsors that place greater priority on serving youth with the greatest need for education and employment assistance emphasize the recruitment and selection of students with low probability of school or work success, e.g., potential dropouts, students with behavior or emotional problems, handicapped students, etc.

Where school systems and CETA prime sponsors have come into conflict, it tends to reflect preconceived notions each organization has of the other and is aggravated by lack of understanding of how the other system operates. For example, some educators view CETA staff as "those upstarts from Labor," rather than appreciate that Department of Labor youth programs have been in existence long before the CETA Youth Amendments, and that these programs have produced excellent research and analysis of youth employment problems. Similarly, the CETA people who charge that high school administrators are only interested in college preparation and are unwilling to deal with the dropout problem find to their surprise that many school systems have work experience programs similar to their own, programs that in some instances are better run and cost less per person-year than their CETA equivalents. Schools also have a financial interest, through retention of state aid funds, in reducing the number of dropouts.

The only other basic source of conflict is when the prime sponsor insists that CETA in-school projects be wholly different from regular school programs and lead to institutional change in the schools. One prime sponsor representative acknowledged this as policy and reported that the conflict with the schools was resolved by having an independent third party, a national educational laboratory, develop a program design and an evaluation model that were acceptable by the school. Other prime sponsors reported acceptance of what their local schools were already doing or spoke of programs that were designed to meet local needs. They saw the role of the prime sponsor as helping the schools to become aware of certain needs, filling gaps in existing school programs, and using their own expertise to assist the schools in job skills training.

Many LEA participants objected to the stress on differences with CETA. They pointed to their own internal problems and to variations among schools in the emphasis placed on career education, on vocational education, and on traditional academic programs.

At several of the conferences, participants in Workshop D raised the question of whether schools and prime sponsors differed less in philosophy and goals and more in staff orientations and organizational procedures related to youth programs. It was pointed out that educators are more likely to be interested in the long-term results from education and training. CETA staff tend to be oriented toward planning programs that will have observable results within a short period of time. Thus, while both organizations may agree on the basic goal of "future employability" for participants, the CETA staff may consider the goal best addressed through work experience and job skills that are transferable into a currently existing job opening. School people may be more concerned with teaching general skills and attitudes that will allow youth to obtain career occupation at some time in the future.

Procedural differences between the operation of school systems and CETA agencies were mentioned often as a source of problems in YETP in-school programs. For example, many schools were given a very short lead-time in responding to a Request for Proposal from the prime sponsor. Program designers in the schools did not have sufficient time to adapt the school curriculum to the requirements of YETP. Because of the different funding cycles of the schools and the CETA funds, school systems have found it hard to arrange the schedules of YETP participants. Contracts have been signed or funds made available after scheduling for students has been completed. School representatives at the Conferences also mentioned that frequent staff turnover in prime sponsor organizations tended to decrease continuity in the school/CETA relationships.

At each conference, participants also noted that schools and prime sponsors share a common perspective in several areas. Both prime sponsor staff and school faculty share a concern for helping youth become self-supporting. The interest of many prime sponsors in expanding the capability of CETA for improving the long-term career development of youth coincides with the interests of most educators involved in career and vocational education. Many of the CETA staff represented at the conferences have experience working in schools and share many of the same educational goals of school faculty. It was observed that in communities where programs are successfully operating, the school and CETA staff readily point to a number of areas of agreement and common concern.

However, better understanding did not necessarily act in favor of the objectives sought by the Youth Employment Act Demonstration Projects Act. Several workshop participants pointed out that schools can use CETA funds to cover the costs of programs for low income youth and thereby free up school funds for programs for all students.

DISCUSSION OF THE QUESTIONS

1. SHOULD YETP PROGRAMS BE INCLUDED IN ONLY A FEW SCHOOLS RATHER THAN ALL (QUALITY VS. QUANTITY)?

Participant experiences and opinions related to this question varied widely. In many communities, the decision on the number of schools to be included in the program is made by the prime sponsor planning council or executive committee. Some participants responded in terms of their opinion of what approach contributes to the success of an in-school program. Others responded by addressing the more general question of program policies that contribute or detract from program effectiveness.

Many representatives of both schools and CETA organizations indicated that funds should be distributed on the basis of the quality of the program design. A participant from the Los Angeles schools said that allocating funds to all LEAs or schools proportionately "only perpetuates bureaucracy and mediocrity." In Los Angeles County YETP funds are awarded on the basis of the innovativeness of the school program designs. The 22 percent monies are allocated by the office of the County Superintendent of Schools. The County Superintendent preferred not to divide $1.6 million among all 96 school districts. Instead, each district was asked to submit a two-page proposal describing a program and setting forth a budget. The responses included plans for projects costing as little as $8,000 and as much as $1 million. The County Superintendent selected 14 programs which clearly offered new approaches to youth programs and did not merely repeat things done in the CETA Title II-B year-round programs.

A second type of response to the question of methods of distributing funds between schools was that they should be on the basis of the proportion of economically disadvantaged students in each school district. Several participants felt that this method is the best way of guaranteeing that students who are eligible for the program have an opportunity to enroll.

Other participants, particularly those from prime sponsor areas with many school districts, felt that distributing funds to many schools was self-defeating. They found that there is a minimum level of funding that is necessary before the program can have an effective role within the schools. To try to increase the concentration of funds to fewer LEAs, the Region X Department of Labor office does not allow community colleges to act as LEAs in applying for YETP funds.

Workshop D participants addressed a number of related questions dealing with prime sponsor policies and school district use of YETP funds:

- An alternative approach to allocating funds is to designate funds only to individual schools within the district that serve the largest proportion of disadvantaged students.
- Participants argued both sides of the question of whether funds should be used to serve greater numbers of disadvantaged youth by reducing the hours of paid work experience for each participant.
- Several participants responded that YETP programs should be designed to demonstrate that there are ways of improving assistance to students without additional money.
- Small-scale programs may be useful to a school district or a prime sponsor, but only if they can be used as models for replication in larger programs.

2. ARE YETP PROGRAMS DESIGNED TO MEET THE NEEDS OF YOUTH OR TO FULFILL PROGRAM REQUIREMENTS (OR CAN THEY DO BOTH)?

Workshop D participants were about evenly divided in their responses as to whether designing programs that meet CETA requirements also allowed the program to address the needs of youth. About half the participants found the requirements of the YETP program design did not allow the local needs of students in their schools to be adequately addressed. An approximately equal number of participants, however, found that the

Federal and prime sponsor requirements for YETP have assisted the schools in meeting the career development needs of students.

Local experiences and examples of how the requirements of YETP have conflicted with school objectives in meeting youth education and training needs can be divided into four general categories: (1) problems related to prime sponsor target groups, (2) CETA emphasis on job placement, (3) inadequate measures of program effectiveness, and (4) uses of YETP funds.

Problems with Target Groups

Representatives of school systems at the conferences, and some prime sponsor representatives, identified several specific examples and illustrations of problems in the design and delivery of youth services due to the requirement that specific youth groups be served:

Dropout-prone students - Selection of only students with a high risk of dropping out of school jeopardizes the whole in-school program. Only limited individual progress can be expected in the course of a one-year program, and the proportion of students that can be "turned around" is likely to be low.

Mainstreaming participants vs. a separate program - Several participants cited the problem of how to design services for dropout-prone and low-achieving students. The extra attention that can be provided through YETP may not be allowed in some areas due to the fact that it would amount to segregation of minority students. Others pointed out that segregating the hard-to-serve students in one component may not be the best approach to improving their school and work performance.

Targeting program to age groups - It was often mentioned in the workshops that beginning the program at age 16 is too late for many students that need career development and work experience. Some participants felt that students should be experiencing the program prior to the legal age for dropping out. Participants that changed the age level targetted, however, found that change detrimental to planning with the schools. Program designs need to be adapted to the particular age group. Several participants found that CETA programs designed for 19-20 year olds needed to be significantly changed to serve 16-17 year olds, because of the difference in maturity level.

Recruiting economically-disadvantaged youth - Some school program operators found that they had difficulty in recruiting and identifying eligible students due both to reluctance of the school administration to release records under the privacy act and to the embarrassment of the schools over the rate of student dropouts.

Emphasis on Job Placement

Problems with YETP in-school programs have occurred when a prime sponsor placed high priority on a high rate of job placement of youth which conflicts with school objectives for the program. This problem is typically found where planned outcomes for youth programs do not vary significantly from those for adults.

Youth staying in school - Both school and prime sponsor participants maintained that the most critical need of 16-17 year olds is to stay in school. Emphasizing job placement can detract from attention to this youth need.

Adequate skills training - In order to hasten job placement, a prime sponsor often wants only a short skills training program. Educators feel that work experience without adequate pretraining shortchanges the youth participants.

Work experience-school curriculum relationship - Participants have found that from an educational perspective even good work experience jobs sometimes do not contribute to the overall program objectives. In some cases, the work experience component has become divorced from the classroom, or school, component of the program.

Prime sponsor performance standards - The CETA reauthorization legislation of 1978 established a system for evaluating prime sponsor performance. Funding is to be based, in part, on the previous year's performance. Some participants felt the prime sponsor standards may increase the pressure for job placement of youth.

Work experience relationship to private sector jobs - School and prime sponsor participants expressed the opinion that youth should be striving toward jobs in the private sector. YETP programs that provide public sector jobs do not necessarily encourage or emphasize the transfer of skills and experience to private sector jobs after school is completed. Participants felt this is an area of weakness in many program designs.

Inadequate Measures of Program Effectiveness

The YETP in-school programs designs may not be demonstrating their effects on youth due to poor measures of program effectiveness. Conference participants cited several ways that YETP is not demonstrating results with students due to the methods of assessing program outcomes.

Problem of evaluating outcomes - The focus of CETA on assessment of the rate of positive terminations measures only immediate impact of the program. Students that are classified as "non-positive" terminations may have highly "positive" long-term outcomes. The immediate outcome for growth with positive terminations does not indicate the success of the program in career development or how the program has helped the youth.

Lack of measurement of long-term results - It was observed by participants that a true program evaluation should include a control group and measure the effects after a five-year period had elapsed. However, the youth who are served in the program are likely to be hard to track after even one year following program completion.

Unmeasured program effects - Participants who have worked with youth programs find that the program often has more subtle behavioral and attitudinal effects on youth as a result of peer interaction that is stimulated by the program activities. These kinds of effects have not been sufficiently accounted for in program outcome measures.

Uses of YETP Funds

The types of services, activities, and materials that are allowable under YETP have sometimes conflicted with program objectives. School administrators have found that the YETP funds often must be used in combination with other sources of support to provide a fully-developed program design. Following are some of the problems that program operators have had in using YETP funds:

- Not enough money is provided for training of work site supervisors.
- CETA guidelines for use of funds vary by prime sponsor and Region. Differing interpretations of CETA regulations may lead to different guidelines on the purchase of supplies and the use of equipment. If a Regional Department of Labor office disallows something, it can force the local program to find other funding sources.
- Where several layers of administration are involved, the administrative cost factor may shrink from 20 percent to less than 5 percent for the program operator. The result may be inadequate staffing for a program. For example, one New England prime sponsor imposed a requirement that 70 percent of YETP funds go to student wages and only 5 percent to administrative costs, putting a constraint on program hiring.
- Without creative budgeting which integrates a YETP program with other school programs, YETP becomes separate and fragile and may lack a constituency to defend it once federal funding ceases.

Additional Problems in YETP Design and Implementation

- Many CETA-eligible youth do not hear about the program.
- Some school counselors have not become involved because they hold the view that CETA-eligible youth are simply "discipline problems" and deny that work experience will show results for these youth.
- In many LEAs, school faculty and staff do not believe that disadvantaged youth need outside assistance.
- Education should not look to CETA to start programs that schools could not afford on their own, according to one prime sponsor representative.
- School districts often see too many strings attached to CETA monies, and they anticipate an inordinate amount of paperwork for the anticipated benefits.
- The regulations put educators in the unwanted role of social service agencies.
- Prime sponsors can overemphasize certain aspects of YETP and as a result the intent of the program can be misdirected according to a prime sponsor representative.

On the Positive Side: Meeting Youth Needs and Fulfilling Program Requirements

Workshop D participants who found that the YETP requirements did not decrease the program's effectiveness in meeting the needs of youth emphasized the flexibility of the YETP provisions. These participants generally supported the role of YETP in the schools because it provided options that educators could use to their advantage in expanding the role of schools in employment and training. The comments and examples listed below provide a sampling of the types of responses of these participants:

- One school district has had such success with the YETP program that it may adopt the program as a model for an independent study program for non-CETA eligible youth.

- In one school program, a program strength is that jobs and curriculum are well matched.

- CETA programs give LEAs the flexibility to meet their own specific needs; it is good that there is no "standard" YETP program.

- A Balance of State prime sponsor agreed to accept a 30-40 percent job placement rate--as compared to the customary 70-80 percent placement goal--if the remaining 60-70 percent of youth stay in school.

- Many prime sponsors are flexible about the apportionment of program funds among wages, administrative costs, etc.

- YETP allowed one school to address the employment needs of the handicapped, which no one in special education had considered.

- YETP regulations are not overly restrictive. They only establish a "framework" for schools to use to adapt their programs to student needs.

- YETP can serve as a "seed program" to get private sector involvement with the school system.

- Through YETP, the needs of dropouts are addressed for the first time. Educators have learned that dropouts often will not go back to the regular school system and have begun to recognize the value of alternative schools and supportive services for dropouts.

- CETA's push for academic credit for YETP work experience and in-school training has helped many youth obtain the high school diploma. The schools value this contribution of the program.

3. ARE WE STRIVING FOR EQUITY OR EQUALITY IN YETP? IS THERE A DIFFERENCE, AND IF SO WHAT SHOULD YETP TRY TO DO?

One Workshop D participant defined the difference as follows: Equity is helping the disadvantaged to catch up, while equality is equal treatment of all youth. He recommended that work experience be offered to the disadvantaged as a summer program only and that transition services should be provided to all students during the regular school year. He acknowledged that this was contrary to the intent of the legislation which he felt favored equity.

Few conference participants directly addressed the issue of whether YETP should be designed with the objective of equity or equality. Participants did discuss several issues related to in-school program designs and the youth that should be served.

Conference participants were sharply divided as to whether YETP should focus on the in-school youth who are least likely to succeed in school or the youth who are most likely to succeed in the program. One participant reported that a local program uses YETP funds for services to youth selected from other CETA programs who are most likely to get jobs on their own the following year. When asked by another participant if this approach were addressing YETP's intent to reduce structural unemployment, the reply was that focusing on "hard-core failure kids" allows for little immediate success, which is what CETA evaluation measures. Although the Youth legislation emphasizes equity, the methods of prime sponsor program assessment do not favor serving the youth with severe problems.

For some participants, the issue of equity versus equality is resolved by the fact that YETP resources must be targeted to some group since the amount of funds is not sufficient even to deal with all the severely economically disadvantaged. Because of limited funds, one program set an income eligibility of 70 percent of the standard of the Bureau of Labor Statistics--stricter than the 85 percent standard of the CETA regulations.

One Workshop participant cited "equity" in the approach of funding only those schools which designed innovative programs, rather than in doling out funds proportionately to all the schools regardless of program design.

Other programs deal with the equality-equity issue by including non-disadvantaged students in transition services. Several participants pointed out that this approach provides for greater interaction among students from different backgrounds than restricting services to the disadvantaged. Only a few programs took advantage of the option to use 10 percent of their funds for an experimental program that enrolls students who are otherwise ineligible because of the level of their family income.

A program described by one participant attempts to teach the meaning of equal opportunity by the manner in which youth are treated after selection into the program. In this program, three youth are sent to interview for each job slot on the theory that competition for openings is good preparation for the "real work of work" the youth will later enter.

OTHER SIGNIFICANT ISSUES AND PROBLEMS RAISED BY PARTICIPANTS

- Conference participants discussed methods of targeting services to 14-15 year old youth. Some participants supported the approach of following 14-15 year old youth through to graduation, while others responded that a new group of 14-15 year olds should be served each program year.
- The question of the proper starting point for initiating change in the schools through YETP was debated in Workshop D. Some program administrators have focused their efforts on school superintendents, while others feel that the program must establish a firm base with youth first before trying to have an impact on the schools.
- State Departments of Education can play a valuable role in assisting school districts in their negotiations and program planning with a Balance of State prime sponsor (or Governor's Employment and Training Office). The Minnesota State Department of Education has established a statewide office of CETA coordination with a grant from the Governor's YETP discretionary funds.

WORKSHOP E

SERVING SPECIAL POPULATIONS UNDER YETP

INTRODUCTION

The Department of Labor regulations require that YETP services be targeted primarily to the economically disadvantaged youth--certified from a family with income less than 85 percent of the Bureau of Labor Statistics lower income standard. For all CETA programs, CETA prime sponsors are required to specify which local target groups within the disadvantaged and unemployed population are in greatest need of CETA services. The prime sponsor plan must describe how these groups will be given priority in program services. Youth programs operated by schools are also included in the requirement of serving "special populations" identified in the prime sponsor youth plan.

Five common special populations were identified in the topic questions for discussion at Workshop E: handicapped, dropouts, juvenile offenders, "exceptional" youth, and needy youth who are not disadvantaged. Workshop participants added the following types of youth groups which face special barriers to employment:

- students in high risk of dropping out
- socially disadvantaged
- educationally disadvantaged
- youth with "poor attitudes"
- pregnant youth and unwed mothers
- ethnic minority youth
- limited-English speaking
- native Americans
- disabled veterans

The wide variety of special target groups cited in the Workshop indicate that local definitions of "special populations" vary considerably.

The plan for delivering services to the target groups designated by the prime sponsor as special populations is implemented through the agencies and organizations that serve as program operators. Conference participants cited a number of general problems in the total process of designing and implementing programs for special groups.

Overly general target groups - When prime sponsors simply use the "significant segments" set forth in the CETA regulations -- age, sex, race, national origin -- as designated local target groups, the persons most in need of YETP services, such as dropouts or unwed mothers, may not be served. LEAs, and other contractors, that do not meet the prime sponsor goals for serving target groups can be penalized through withholding of funds.

Number of schools in program - Since prime sponsors can meet the requirements for an LEA agreement by dealing with only one school district, a significant number of youth with special needs may be left out who are in other districts within the prime sponsor area.

Evaluation of YETP outcomes - Since the emphasis in Federal and prime sponsor assessments of program performance is often on rates of job placement or retention in school programs, program operators may be inclined to design programs for youth who are easiest to train, rather than focusing on youth with special needs.

Mainstreaming vs. separate programs - Participant opinions differed as to whether youth from special populations should be mainstreamed in broader programs, combined into a single special program, or served in separate programs. One school participant argued for full mainstreaming, since in the old Neighborhood Youth Corps programs segregation had reinforced negative attitudes and behavior. Instead, positive changes result from peer group interaction that occurs when youth from different backgrounds work together and receive counseling in groups. Several participants, including a representative of the Vice-President's Task Force on Youth, argued that the handicapped cannot be helped through mixing them with youth with other special needs. However, an example of a program that has mixed special populations is in Providence, Rhode Island, where both handicapped and juvenile delinquents are served in the same program. A participant described a program designed to assist potential dropouts by combining youth and adults in the same activities. The adults tend to counsel youth not to drop out as they had once done.

The issue of "mixing" target groups is complicated by the fact that many groups overlap. A participant from Albuquerque noted that most dropouts served in the YETP program are also juvenile offenders. A San Diego program deals with ex-offenders who are disabled.

Eligibility of youth from special populations - Many participants pointed out that the handicapped, youth over 18 not supported by their families, and wards of the State are deemed "families of one," but indicated that prime sponsors often require that the 85 percent family income eligibility criterion still be met.*

Programs for Dropouts - School/prime sponsor linkages have not been very effective in the development of in-school programs for dropouts. Only a few participants described examples of school involvement in serving dropouts through YETP.

Jobs for special population youth - Employers are often reluctant to hire youth from specially-targeted populations, particularly handicapped and juvenile offenders. Two general approaches to involving employers were recommended:

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*In the final Department of Labor regulations for YETP (October 2, 1979) the CETA regulation that handicapped automatically qualify as economically-disadvantaged is also applied to youth.

- appeal to civic pride--contact employers who belong to service organizations such as Kiwanis;
- appeal to economic self-interest--point out the Department of Labor's "Targeted Jobs Tax Credit Program."

DISCUSSION OF THE QUESTIONS

1. WHAT CAN YETP OFFER TO HANDICAPPED YOUTH, WHETHER OR NOT THEY QUALIFY AS ECONOMICALLY DISADVANTAGED?

According to CETA regulations, a handicapped person is defined as a person who has "a physical or mental disability which constitutes a substantial barrier to employment and can benefit from CETA services provided, as determined by the Prime Sponsor." Several Workshop E participants indicated that this definition is so vague that prime sponsors have too much leeway in interpreting a "barrier to employment." As a result, there is little certainty as to what services can be offered to handicapped youth through YETP.

Funding for the Handicapped

It was noted that CETA since 1973 has provided funds for services to the handicapped, but no earmarked funds have been set aside. Services to the handicapped have largely been supported through Federal legislation enacted since CETA:

- P.L. 93-112 - The Rehabilitation Act of 1973.
- P.L. 94-142 - The Education of All Handicapped Children Act of 1975.
- P.L. 94-442 - The Vocational Education Amendments of 1976.

Some workshop participants argued that by law or regulation, CETA youth programs should set aside a specific amount of funds for the handicapped, as do regulations for the Vocational Education amendments. Others argued that having no specified proportion of funds for handicapped means that there are no upward restrictions on the amount that could be allocated to youth with special needs. A prime sponsor participant suggested using CETA Title II-B funds (Comprehensive Employment and Training services for the economically disadvantaged), since the handicapped are clearly classified as disadvantaged and Title II-B provides more funds than YETP.

Several school participants reported that special education departments consider YETP as tailor-made for the handicapped because of the range of services that can be offered. School districts have used YETP funds to alleviate some of the financial burden imposed by P.L. 94-142. As one participant noted, YETP can fill a gap in services for handicapped students, since vocational rehabilitation funds can serve only the severly handicapped.

Problems in Serving the Handicapped

Eligibility disputes - Many Prime Sponsors have insisted that the 85 percent income eligibility for YETP be met for all youth, including the handicapped. This interpretation of the regulations has reduced the number of handicapped students that can be served.

Wages - Some participants felt that the handicapped were overpaid considering the kinds of work they can do. It was suggested that they be paid less than the minimum wage to start, with raises based on job performance.

Persuading employers to hire - Only employers receiving federal funds are required (under Title IV of the Rehabilitation Act) to take affirmative action to hire the handicapped and to provide access to the work site. Other employers must be sold on the program. Employers are generally concerned about the need for constant supervision. Several approaches to gaining employer cooperation were stressed: (1) the school is running the program (credibility); (2) each student gets a great deal of program supervision (the employer can call the coordinator any time about a problem); (3) the employer is serving as a school and community resource (civic pride). A method used by one participant was to place a Title II youth with an employer if the employer agreed to hire a handicapped youth. Another program enrolls regular students to work alongside the handicapped youth to take pressure off the employer for supervision.

Facilities - Many of the facilities used in training and employment programs are not designed for access by the handicapped.

Limited administrative funding - Handicapped youth need more supervision than other youth, and program funds are often insufficient to supply the full-time supervisor who is required. A teacher cannot perform this service on a half-time basis, noted one participant, since the supervisor must be able to show up at the first work shift for each youth.

Need for outside support services - One participant said her program for the handicapped would be totally ineffective if it were not linked with existing community support services.

Identifying appropriate jobs - Participants stressed the difficulty in locating work experience jobs that involve simple, repetitive tasks that many of the physically and mentally handicapped students can handle. One participant referred to a study completed in Wisconsin, "Task Analysis for the Handicapped," which detailed methods of identifying jobs for the handicapped.

Resistance from vocational teachers - Many school vocational departments have waiting lists of non-handicapped students and are reluctant to favor the handicapped. Vocational education instructors also claim they cannot provide the supervision needed for the handicapped without disrupting the other class members.

Need for special materials/equipment - If special instructional materials or equipment are necessary, the cost of serving handicapped youth decreases the total number of persons that can be served in a program. One participant did point out, however, that the cost is still less than the taxpayer cost to maintain an unemployed handicapped person.

Limitations of special education - A school representative who is a special education teacher indicated that the handicapped student often has unrealistic career goals. The teacher acknowledged that special education often fails to let handicapped youth "come to grips with their limitations." It was also noted that specialized vocational teachers who can provide job training for the handicapped are hard to find.

Programs that Serve the Handicapped

Participants in Workshop E discussed several examples of youth programs that are successfully serving the handicapped:

South Carolina - The Statewide CETA Consortium supports several local programs for handicapped youth. In Greenville, both in-school and out-of-school handicapped youth participate in a regular YETP program. The program includes classroom training and work experience, with the jobs provided by Goodwill Industries. The out-of-school youth receive classroom training for one hour each day, followed by four hours of work experience. In-school youth have work experience jobs for 10 hours per week during the school year and 25 hours during the summer.

In Richland County, the Governor's discretionary funds provide a summer program of instruction and work experience for "trainable mentally retarded" youth aged 16-21, who meet the 85 percent BLS income eligibility. The 25 students are offered training in home economics, food preparation, horticulture and wood-working skills. They work one hour each day for 39 days.

The Governor's YETP discretionary funds also support a group home for economically disadvantaged youth, aged 14-21, who have had behavioral or emotional adjustment problems. The home is under the supervision of the local high school. The youth reside at the home, grow their own food, and share duties and responsibilities for maintenance of this "self-contained community." For two hours each day, they learn job skills in 12 different occupational areas, including nursing, forestry, and dairying. These skills are taught throughout the year, each for one month.

In all three South Carolina programs, the numbers of handicapped that can be served are restricted by the prime sponsor's requirement that the handicapped meet the income guidelines of YETP.

Arkansas - A YETP-funded career laboratory housed in a trailer visits rural schools to perform "vocational evaluation assessments" for handicapped students. An Individual Education Program (IEP) is planned for each of the students upon the results of the assessment.

Boston, Massachusetts - YETP funds the cost of a year of work experience training for 150 handicapped youth who have completed two years of vocational training in one of three high schools. The part-time jobs with public agencies are designed to emphasize training. Regular CETA-eligible students work at the same job site with the handicapped youth, taking pressure off the employer for supervision. If a youth cannot adjust to the job situation, he/she can be pulled off a job and brought back for additional in-school training. De-emphasizing job performance and focussing on training takes pressure off the youth, their parents and the employers. A problem with some public sector jobs is the lack of "a constant amount of real work."

The 85 percent eligibility requirement for YETP was imposed after the program had been designed, disqualifying 75 percent of the youth. However, the program director was able to reinstate most of the handicapped participants by turning to the "ten percent component." This provision of YETP, under section 435 of the CETA amendments of 1978, allows 10 percent of YETP funds to be used for programs which include youth of all economic backgrounds, to test the effects of services provided to a group with mixed family backgrounds.

Providence, Rhode Island - Two YETP components serve physically handicapped students in the Providence schools: (1) "Reach Out," a program jointly funded with P.L. 94-142, provides a vocational center where 20 students receive after-school training three days a week. The program consists of vocational evaluation, hands-on skills training and job placement. (2) An Occupational Education Program serves both the physically handicapped and the "behaviorally-disordered" through a regular in-school work-study program -- not through a separate CETA work experience program. While juvenile offenders and other special populations are not explicitly targeted, many of the handicapped fall into these categories.

Placement of handicapped participants in private sector jobs is difficult because many employers cannot provide the supervision that is needed.

Great Falls, Montana - The local school district uses YETP to fund an Experience Based Career Education (EBCE) program that was originally designed for regular in-school youth. Linkages with the State School for the Deaf and the Blind, a residence school located in Great Falls, have led to mainstreaming some of these students into the public school's EBCE program and placing them in job sites.

A community college subcontracts with YETP to provide transition services, including employability and survival skills for the handicapped.

Orientation to the community college through YETP is partly designed to determine if vocational courses might subsequently be suitable for the handicapped students.

2. CAN YETP PROVIDE SERVICES TO EXCEPTIONAL YOUTH?

The discussion of this question centered around whether YETP is appropriate for gifted youth as well as students with low skills or aptitudes. Several participants noted that their YETP in-school programs include both bright and not-so-bright students. They find that this "mix" of students has been important in overcoming the impression that CETA is only for the "poor and dumb." One LEA presenter mentioned that one of her students in YETP showed so much ability and maturity that she was promoted to assist the learning coordinator. Another participant noted that in the regular YETP program it was hard for some youth to keep up with the bright students.

No participants supported specific targeting for "exceptional" youth, but one participant suggested that "special populations" should include the "socially disadvantaged," such as the very bright, shy honor students, who have difficulty dealing with people.

3. CAN JUVENILE OFFENDERS BE INCLUDED, AND IF SO, TO WHAT EXTENT?

Conference participants described several YETP programs for juvenile offenders, mostly youth who had been apprehended for property crimes. Some programs considered offenders automatically eligible as wards of the state who are no longer subject to family income guidelines. Other programs stood by the 85 percent YETP eligibility. Some programs dealt with youth who are incarcerated, while others dealt with youth in pre-trial diversion. While most programs were limited to transition services, some also provided jobs.

Participants have found that youth offenders require special supervision like the handicapped need. It was suggested that probation officers can be used as supervisors or counselors and juvenile homes can be turned into special help centers. More programs for offenders will develop, workshop participants agreed, as public attitudes on incarceration change.

Brief reports were presented on the following programs:

Camden County, New Jersey - YETP funds a Juvenile Resource Center for 150 delinquents, most of whom are repeat offenders and dropouts. The program has three major components: education, personal counseling, and vocational training. The education component includes a GED program, adult basic education, and tutoring for special needs. In addition, some living skills are provided. Because most of the youth do not come from stable home situations, the program tries to enhance "living skills." Counseling is provided individually, in groups, and with the family. Counseling sessions address how to find a job, how to stay in a job, and how to stay out of jail. The vocational training component includes pre-vocational training (how to fill out a job application, determining values and job attitudes), classroom skills training, and on-the-job training.

At first, the program emphasized work experience, but this approach was unsuccessful. The program was redesigned to assist youth in finding their own jobs. Now, 75 percent of the youth find their own jobs; only 8-9 percent return to delinquency.

Greenville and Florence Counties, South Carolina - Each county has a YETP program for non-incarcerated juvenile offenders -- youth released or diverted prior to trial. Under a release agreement signed by the court, prosecution is deferred for 90 days. For educational assistance, the youth are referred directly to county schools. The program staff attempt to place youth in full-time employment. If none is available, vocational training or OJT provides job-related skills. Each youth is provided with a "civilian supervisor" in the community who acts like a big brother. No wages or allowances are paid, but the retention rate is reported to be high (89 percent) because the alternative is jail.

South Carolina - Statewide - A program at five correctional centers around the State provides trainsition services to about 500 inmates, including orientation, life skills testing, labor market information, counseling, etc. According to the prime sponsor representative, whenever inmates were given long, in-depth interviews by employers, those inmates who had gone through the YETP program performed better and were more likely to get job offers than the non-YETP trained inmates. Although some field trips are allowed, most of the program takes place within the correctional centers.

A major problem with the program has been the Prime Sponsor's requirement that incarcerated youths living with their families prior to arrest meet the income guidelines of YETP, while youth who had left home need not do so. The effect is to discriminate against youth who are not alienated from their families.

Albuquerque, New Mexico - The prime sponsor has proposed a youth component for Albuquerque's "Alternative House, Inc.," which offers a number of adult offender programs through one facility. Currently, many youth offenders who are referred to the program do not have resource support.

Helena, Montana - The Helena school district's Experience Based Career Education (EBCE) program, funded by YETP for regular in-school youth, has agreed to the participation of a residence school for female juvenile offenders. It is anticipated that the program can assist in reducing the rate of recidivism.

Oakland County, Michigan - The LEA works closely with two agencies, the Children's Village Home, a residence for youth offenders, and Youth Assistance, a CBO whose goal is delinquency prevention. In addition, the local police department is urged to use the YETP program as a diversionary vehicle whenever possible, instead of incarceration.

4. WHAT ABOUT NON-MINORITY, NON-DISADVANTAGED YOUTH WHO NEED YETP SERVICES?

As one participant noted, the Congressional intent behind the YETP program was to serve economically disadvantaged youth, but to retain enough flexibility so that YETP would not be negatively labelled as "another poverty program." Accordingly, the Youth Amendments allow transition services to be made available to youth regardless of income. The YETP regulations of September 26, 1978, limit the services authorized for all youth but still include: "counseling; placement services, occupational, educational, and training information; job referral information through coordinated intake; and programs to overcome employment-related sex stereo-typing." In addition, as noted in the discussion of Question 1, 10 percent of YETP funds may be used to test the desirability of including youth from all economic backgrounds in employment and training programs. Several participants cited the requirement that the 10 percent component have an experimental design with comparison groups and followup to determine the benefits to the disadvantages as the reason 10 percent monies have rarely been used.

The following statements by participants testify to the ingenious ways that have been found to use YETP funds for the benefit of youth who do not meet the YETP income eligibility standards:

- Unlike vocational education funding, YETP funding does not require that hardware or software be used only for the targeted population.

- In Camden County, New Jersey, where a career resource center provides a 30 hour seminar for disadvantaged students, the room, the counselor, and the materials are available for all students,

- In Marlborough, Massachusetts, an assessment center built with various funding sources will serve more than just the economically disadvantaged students.

- In Great Falls, Montana, the prime sponsor allows a learning coordinator who is paid to help income-eligible in-school participants to also train other school staff to serve the rest of the students.

- In Central Texas, YETP has provided transition services for all interested students, regardless of income. The testing that is provided has shown rural youth that they could score as well as big city youth, which has resulted in a significant change in their self-perceptions.

- At the Philadelphia Conference, a participant said his program set an upper limit of 125 percent of the Bureau of Labor Statistics guidelines, which has the effect of expanding the eligible population for YETP.

- The Camden County, New Jersey, program for juvenile offenders includes youth who pay room and board to their parents while living at home. These youth are classified as "emancipated minors," and income eligibility is not based on parents' income.

5. HOW CAN WE LINK YETP IN-SCHOOL PROGRAMS TO PROGRAMS DESIGNED TO REACH DROPOUTS?

Many participants felt that in-school YETP programs were of little use to dropouts because:

- dropouts do not want to return to the structured setting of a high school, particularly their "home" school;

- dropouts who might wish to return to school are afraid of "losing face" if they do;

- school principals and counselors do not want dropouts who were the source of discipline problems to return to school;

- by the time they are reached, many dropouts have become juvenile offenders; and

- schools lack adequate out-reach to locate dropouts.

One school participant, the coordinator of a YETP project in Gresham, Oregon, took issue with these reasons for not serving dropouts. The Gresham program provides GED training for dropouts through the local high school. Eighty percent of the dropouts have been from families with members who are alcoholics; many have also been subject to parental abuse. Unstructured family lives had caused them to drop out, reported the coordinator, and they needed the structure provided by the high school setting. (This program is discussed more fully under topic question 6 below.)

Additional problems mentioned in dealing with dropouts: (1) an LEA participant said the Balance of State Prime Sponsor allowed participants only 60 days for job training prior to placement, whereas she felt four to five months were needed; (2) others reported that many employers refuse to hire youth under 18 because of alleged problems with insurance and work permits.

Brief reports on projects serving dropouts

Albuquerque - "A School on Wheels" program that was started with CETA funding is now mostly funded by the public schools. The school (not mobile as its title might suggest) provides an alternative setting for 150 youth who appear to benefit from more flexible scheduling. The schools have difficulty in reaching dropouts, particularly juvenile offenders with records of theft or drug abuse. A special component outside the school is designed to improve their reading and writing so that they gain greater confidence in their abilities and return to the regular school system.

Arkansas - A dropout program for small town youth, funded by the Balance of State YETP grant, takes participants through 50 hours of career awareness, including job interview and resume preparation. The first priority of the program is to get youth back into regular high schools. Thus far, only 10 percent have returned. The second priority is to get participants into vocational technical or post-secondary schools. Job placement is the third priority. Youth who are placed in jobs are required to return to the program for GED preparation.

California - A community college offers a YETP-funded English-as-a-second-language program for dropouts and potential dropouts during the summer months. Basic skills are tested in the program, and participants can get skills training in settings and with methods that depart from those associated with past failures. The project director reports that the youth find they have skills they were not aware of previously.

Nevada - YETP and a Youth Community Conservation and Improvement Program jointly fund an exploratory in-school program for youth who are considered "high risk" potential dropouts. The primary feature, individualized attention, is credited with keeping 75 percent of the participants in school.

Oakland County, Michigan - Dropouts are not encouraged to return to their home high school but are instead provided with alternative schooling through adult education programs. Participants can receive academic credit for attending class, for independent study, and for work experience. Although dropouts are usually given a "cooling off" period before they are contacted for this program, the program director is advised of potential dropouts by the school. Because program relations with the schools are very good, the program director can both anticipate dropouts and assist the schools in dropout prevention efforts.

6. TO WHAT EXTENT DO GED STUDENTS MEET YETP CRITERIA FOR SERVICES?

This question tended to be avoided in Workshop E, apparently because few CETA and LEA representatives were familiar with the issues. GED programs funded by YETP were represented only at the Seattle Conference.

The GED program in the high school in Gresham, Oregon, has slots for 15 dropouts, 16-21 years of age. The LEA agreement specifies that if CETA is unable to identify 15 income-eligible participants, the school program director can fill the remaining slots with non-income eligible students. As noted above, many of the participants in the program need the structure provided by the in-school setting to furnish the security they do not find at home. Students may take regular school classes and eat in the cafeteria at no charge. The school tries to provide good adult role models. The program director is a person respected in the high school through his roles as a counselor, a science teacher, and a baseball coach. The GED classroom is located centrally, to enhance its visibility.

The benefits to the Gresham school are three-fold: (1) the GED in-school program is the cheapest way to implement an alternative program; (2) the program impressed parents whose votes were uncertain on a school bond issue; and (3) the regular counseling department can refer a potential dropout for whom the GED program may be preferable to an attempt to finish high school.

The GED program in the high school is one of three GED programs in the city of Gresham. A second is at a community college and a third is in a learning center in an old house, away from the high school. This setting is less structured than the school and permits smoking.

A few workshop participants from community colleges indicated that their GED programs had unacceptably low completion rates; one participant suggested that community colleges provide no nurturing or feeling of belonging.

OTHER SPECIAL POPULATIONS SERVED IN YETP - PROGRAM EXAMPLES

Teenage parents - The Albuquerque program provides an alternative school with regular day classes. Counselors try to bring in the young father and the parents of the teenage parents. At first, referrals to the program came from clinics, but now the "teenage grapevine" plus presentations in the public schools on teenage pregnancy bring in applicants. The non-income eligible are also included.

In Albuquerque, teenage pregnancy is the largest single cause of school dropouts. In New Mexico, one of every five babies is born to a teenage mother; in Texas and Arkansas, the figure is one in three. The school representative from Albuquerque reported that most of those presently on welfare were once teenage parents themselves and that employment for teenage mothers makes sense only when tied to support services, specifically day care and health services. The participant said YETP must relate to the girls in their role as parents.

Teenage mothers tend to have a very poor self-image; simply graduating from high school seems an impossible task. Most come from welfare families and do not realize they have to keep going to their work experience jobs in order to get a paycheck. Because of their insecurity, they hold to traditional attitudes -- including the notion that a woman's place is at home, not at a job. The Albuquerque YETP program seeks to change these attitudes.

Language barriers - In Pawtucket, Rhode Island, plans are being made to include youth in a model program that teaches English as a Second Language and provides work experience for members of the large Hispanic community whose limited English constitutes a barrier to employment.

Native Americans - The Great Falls, Montana schools will make a special effort to enroll Native Americans in its in-school YETP which uses the Experience Based Career Education Model. Great Falls has one of the largest concentrations of Native Americans not on reservations.

Family problems - In Camden County, New Jersey, CETA has started a program of supervised apartment living for youth who are having problems at home. Participants pay rent from wages earned in work experience or from stipends received for schooling. After three months of close supervision, participants will be expected to move into their own apartments.

Rural dropouts - In the area around Banks, Oregon, 40 miles northwest of Portland, all but a few jobs are in agriculture. Yet vocational education dealing with agriculture has tended to reach only the children of landowners. Many youth are from families too proud to go on welfare; they remain isolated or end up as petty thieves. Pregnant girls often drop out in the eighth grade, so the school has no record of them.

In this setting, YETP provides a coordinator who substitutes for regular high school teachers so that they can visit homes and try to address the cases of absenteeism and dropouts. Other federal monies permit Banks' students to go to a neighboring high school for health services and provide vocational training at a community college. State funds provide a counselor who furnishes in-service teacher training in non-traditional sex equity. Dropouts are offered a GED program. YETP also subsidizes 60 public service jobs in forestry, at the local swimming pool, in the schools, the water bureau, and the police department.

COMMENTS ON OTHER TOPICS

Difficulties in determining eligibility - Participation in a free lunch program is a poor indicator of eligibility, since these programs are often set up haphazardly. Many youth are turned out by their families and get no financial support, yet their eligibility is determined by family income. Similarly, the runaway youth may not be eligible. If the runaway is under 18, he/she must legally be returned home.

Optimum age served by YETP - The participants discussed, without arriving at a consensus, the question of whether high school juniors and seniors should have priority since many go directly into the work force, or whether serving youth when they are younger offers a better chance of instilling career direction.

Private sector assistance - A member of the Industrial Education Council in California noted that the private sector will support affirmative action programs like YETP if it is given employable youth. Private firms, he added, are simply skeptical that YETP can actually deliver such people. A workshop participant from Providence, Rhode Island, noted that the National Alliance of Business is mandated nationwide to develop jobs, but not for an identified clientele.

The value of work experience - Several participants suggested that the value of YETP work experience is less in the training for an occupation than it is in providing participants with good work habits.

WORKSHOP F:

RESOLVING FISCAL YEAR DIFFERENCES BETWEEN LEAs AND CETA

INTRODUCTION

In each of the workshop sessions the basis of the problems was summarized. Three separate "calendars" affect the planning for YETP: (1) the "school year" of classroom instruction, generally early September to early June; (2) the school's fiscal year, July 1-June 30; and (3) the Federal fiscal year, October 1-September 30.

Participants noted that since the actual CETA grants are not known until October 1, or later, schools must decide whether to (a) include YETP programs in September, when classes begin, with the prospect of major revamping if CETA funding falls short of expectations; or (b) delay the start of YETP programs until CETA funds are on hand, with the prospect of losing eligible students to other school activities and of failing to find teachers to run the programs.

The topic questions for discussion address four problems arising from the fiscal year differences: (1) sufficient lead time for planning, (2) uncertainty of annual funding, (3) barriers to multi-year planning, and (4) administrative overhead costs. Throughout the regional conferences, Workshop F participants who have been able to resolve fiscal year differences cited the following factors in their success:

- Separation of program questions from financial questions during planning
- Close relations between schools and CETA, dating from NYC days

- Linkages thru participation of school people on CETA planning councils
- Reimbursement funding (materials are obtained by the schools before payment money from CETA is available)
- Jurisdictional unity (one prime sponsor, one school district as LEA)
- Use of non-financial agreements
- "Good faith" understandings between prime sponsors and LEAs
- CETA projects as add-ons to regular school programs, not new ones
- Linkage at the state level with the state education agency
- LEA participation in CETA planning
- Common commitment to the goal of future employability, overriding fiscal differences
- Building programs so valuable to the community that they can be run with less CETA money if necessary

DISCUSSION OF THE QUESTIONS

1. HOW CAN WE GET SUFFICIENT LEAD TIME IN PLANNING FOR LEA/CETA COOPERATIVE EFFORTS UNDER YETP?

The discussions tended to fall under the following headings, some of which identify problems, some solutions, and some a mixture of both.

The CETA planning process - The representative of the Boston Regional office of the Department of Labor noted that the deadline for local prime sponsor plans is June 15 and the Region must submit its master plan to the Department of Labor by July 15. A final decision on the regional plan is not made by the Labor Department for 45 days to allow for comments.

In Philadelphia, local plans are due July 2, and Regional plans must be submitted by August 15. LEA representatives expressed the difficulties for schools to cooperate, when they are not in regular session and school people are either not available or preoccupied with SPEDY and other summer programs.

Estimating the number of participants - Because of the income requirements for participation in YETP and the fact that many families go on and off welfare, schools find it difficult to anticipate during the summer the number of students who will actually be eligible on October 1 for a program.

Hiring teachers - Typically, teacher contracts are signed in March and April for the following school year. For the individual teacher, the question is, "Do I take a chance and sign a contract with CETA or play it safe and continue my regular classwork?" For the school system, the question is whether to make a contract with a teacher contingent on availability of CETA or other Federal funding. This is a problem noted more frequently by small school districts than large ones. The LEA presenter from Lincoln, Nebraska, noted that his school district can absorb teachers hired for CETA if the funding fails to come through; normal attrition and leaves of absences allow for a few extra permanent or substitute teachers.

Most participants indicated that they had resolved the hiring problem in one of two ways: (a) using non-financial agreements which provide for in-kind school contribution, including teacher time; (b) adding YETP duties to regular duties of teachers, and paying them extra for this help.

Some CETA participants observed that problems in hiring school teachers had less to do with the fiscal year differences than with the limited dollar amounts available to employ higher-salaried certified teachers whom the schools insisted upon in order to grant academic credit for CETA programs. The alternative, they said, was to rely upon CETA-

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hired school counselors; but schools would then look upon CETA projects as "outside programs," not eligible for academic credit.

School skepticism - The participants noted that while many large urban school districts have experience with federal categorical programs and often have designated "federal program coordinators" who aggressively solicit funding, smaller or rural districts often do not. An LEA presenter from Southwestern Indiana noted that most rural superintendents are reluctant to use outside funding to support school personnel. A participant at the Chicago conference spoke of the common fear that Department of Labor regulations would be changed and applied retroactively, resulting in wasted dollars for a school found out of compliance. That had happened when HEW changed the rules, he added, and schools had to make up for the differences.

Ambiguity in CETA regulations that is seen as leeway in program planning by confident, aggressive LEAs is viewed as invitation to disaster by more cautious LEAs. The latter tend to wait for "written clarifications from Washington" before they are willing to proceed. In Rockford, Illinois, the prime sponsor reports unspent monies waiting to be used. Local schools did not apply for YETP projects because they feared they would not be able to be certain of funding in time to use it.

Prime sponsor problems with CETA reauthorization - The prime sponsor from Philadelphia pointed out that the CETA reauthorization mandated that plans made during the summer of 1978 had to be abolished and redone by April 1, 1979, but information from the Department of Labor did not arrive until February 1979.

Lack of "letters of credit" - Under Title I of the Elementary and Secondary Education Act, HEW issues "letters of credit" to states so that they can fund school programs before the start of the Federal fiscal year. The Department of Labor has no similar mechanism for advance funding.

Competitive bidding - Some LEAs noted that when Requests for Proposals are issued by a prime sponsor, schools may not know until the last week of September whether they have been awarded a grant for a YETP program. If the prime sponsor does not have sufficient funds to cover all the grants, final contracts may be delayed until November.

Reduced school budgets - In California, a participant noted, Proposition 13 reduced the amount of funding for school systems and caused large teacher layoffs and program cutbacks. Tax cut initiatives in other states which threaten similar reductions in school budgets make it difficult for YETP programs that have ties to existing school programs.

Examples of Planning Under Uncertainity

In Philadelphia, CETA programs were fully planned by mid-August of 1978, implemented at the start of the school year, and operated "on good faith" for two months since the Congress did not appropriate funds until mid-November. This arrangement was possible because the prime sponsor deals with a single school district in Philadelphia and the school district has had long experience with federal funding. "We are used to going down to the wire on all categorical programs," the Philadelphia LEA representative commented.

Similarly in Portland, Oregon, where the prime sponsor and a single school district have worked closely since 1973, the problems posed by differences in the fiscal years have been resolved since the city of Portland switched to an October 1-September 30 fiscal year, in order to match the federal fiscal year.

In Kentucky, 23 rural counties are linked in one YETP program. Instead of using the RFP process, the prime sponsor contracts directly with local boards of education on a sole source basis to serve in-school youth. The prime sponsor advises the school districts to plan based on 90 percent of the past year's funding level. The schools start their planning early, and by mid-June, the prime sponsor provides funding estimates for the next fiscal year. He says that the key is to convince local education people that they should make plans. The fact that the prime sponsor director is a former educator encourages school districts to plan in advance of funding.

In Boston, the prime sponsor encourages LEAs to develop options at different funding levels and to establish a set of priorities. The schools prepare individual packages of suggested programs which set forth objectives, target groups and administrative budgets. If less money comes down from the Department of Labor than expected, each LEA gives up its programs of lowest priority. The process is flexible enough to permit LEAs to request some funds for program components that would be designed later, during the school year.

In Indiana, the Balance of State prime sponsor contracts directly with the State Board of Vocational and Technical Education for the administration of in-school programs, and with the State Department of Public Instruction for dissemination of career education resource materials to school districts. At monthly meetings, each state agency is asked to set forth two plans: one based on the previous year's allocation and one based on an increase of 30 percent. Planning is simplified because the prime sponsor does not seek new programs but rather seeks to extend existing cooperative education programs in the state. The state level aggregations help to overcome any problems associated with the difference in fiscal years. As a member of the Indiana State Board said, "We have enough confidence in YETP that we do not worry about the funding level and do not talk 'dollars' until August."

In Lincoln, Nebraska, the prime sponsor established a funding range and, because schools and CETA have worked together for some time, there is less concern about the actual funding level. The key, according to the prime sponsor, is confidence on both sides and personal communication between the prime sponsor director and a single spokesperson for the schools.

In El Paso County, Colorado, the prime sponsor meets in May with administrators of the 15 school districts served so that prime sponsor can draw up plans in June or July. Planning is based on the previous year's level of funding.

2. WHAT POTENTIAL EXISTS FOR MULTI-YEAR PLANNING?

Barriers to Multi-Year Planning (cited by workshop participants)

Appropriations are made annually - While the CETA authorization extends for four more years, appropriations are made annually.

Youth programs are not year-round. While regular adult CETA programs are run on an ongoing, year-round basis, the youth programs are operated for only portions of a year.

Titles change - Prime sponsors cannot obligate funding in advance by title, because the CETA titles change frequently and funding shifts among the titles.

Allocations may be based on economic conditions - A representative from the Ohio Department of Education said that because CETA allocations are made to a county based on local economic conditions that can fluctuate greatly from year to year, a three-year plan would be impossible to establish.

Prime sponsors set annual goals - An LEA representative noted that where programs serve high school seniors or out-of-school youth and a prime sponsor is judged on the number of job placements or returns to school annually, the prime sponsor puts pressure on the schools for quick outcomes. If the schools do not measure up, this may be more of a problem for multi-year planning than the mere fact of annual funding.

Monies awarded competitively - Where prime sponsors do not use sole source funding but award grants competitively, there is no guarantee that a particular program will be funded year after year even if it is a good one.

Prime sponsors want flexibility - The prime sponsor representative form El Paso County, Colorado, declared that they have already decided what they want for FY 1981 but have decided against a multi-year "plan" in case (a) current programs do not work out, (b) CETA regulations change, or (c) students in the schools change.

Overcoming Barriers

Using surplus funds for planning - In Philadelphia, the YETP program has been run with continuous funding for two years, so there are no "start-up" activities to worry about in September. Surplus money from the current grant is used to carry over for fall planning.

Multi-year commitments - In San Francisco, the prime sponsor finds that a multi-year contract with the city's united school district takes much of the politics out of seeking funds. This would be in keeping with the prime sponsors policy to make long-term commitments. Contractors that have provided employability training under Title II-B and have demonstrated stable management, fiscal capability, and good performance have been awarded three-year agreements under which they are assured the same proportion of Title II-B monies they received in FY '77. The prime sponsor expects to enter into similar three-year agreements for YETP programs once YEDPA has completed its third year.

In Kentucky, the Balance of State prime sponsor considers CETA monies to be two-year funding and permits funds from one year to be to carried over to the next. Shorter term planning is the result of restrictions of the program year, not the funding cycle.

In Indiana, where the Balance of State prime sponsor contracts directly with state education agencies, YETP is tied into existing multi-year education plans: the State Board of Vocational and Technical

Education commits its money to a five-year plan it has established for its programs. Similarly, the Department of Public Instruction has asked its contractors for three-year plans for the use of career education materials. Both agencies provide expansion monies to school districts for YETP programs because they have faith that CETA allocations will come through and they are prepared to beef up or cutback depending on the exact amount received.

The CETA presenter at the Kansas City Conference suggested that long-range planning can best come about through State Employment and Training councils, some of which have five-year plans tied to the Governor's discretionary funds.

3. HOW DO WE HANDLE THE PROBLEM OF ADMINISTRATIVE OVERHEAD COSTS FOR LEAs?

According to the CETA presenter at the Boston conference, 20 percent of funds provided through the regional offices are allowed for administrative overhead. Normally the state takes 5 percent, the local prime sponsor takes 5 percent, and 10 percent remains for the program operator.

A superintendent from eastern Kentucky noted that in a small rural school system, money is obtained from a variety of sources--YETP, career education, adult education, Community Action funds, etc.--and each provides only a small amount for administrative costs. Since administrative funds from different programs cannot be combined, it is not possible to hire a single person to administer all the programs. Instead, several different persons must be hired, each one doing an hour's worth of work each week, and this puts a burden on the school. A formula, agreed upon by different Federal agencies, should allow administrative funds from different programs to be combined.

From the point of view of the prime sponsor for 23 rural counties in the same area of eastern Kentucky, the amount of administrative funds is inadequate because they must be spread among 31 separate educational districts in those counties. He reported that he had run into conflicts between the Employment and Training Administration and the audit division of the Department of Labor in the proper allocation of funds.

At the Chicago Conference, a participant from a large school district indicated that when the district was part of a consortium, the prime sponsor allowed it a negotiated overhead rate. After the consortium disbanded, the district was required to break down all administrative costs into direct costs. This, said the listener, "creates a far greater problem than it is worth. If we could use our negotiated overhead rate, our district would be willing to become more involved in YETP than we are."

The limited administrative funding under YETP poses a problem for schools in California and other states whose school budgets have been reduced by tax initiatives. As a representative from the San Francisco Unified School District explained, her school system had to eliminate its summer programs, its career education centers, and its work experience support staff. If CETA wants more counseling, it will have to pay for it; "there is no way for us to pay for overhead."

Several participants suggested ways in which they got around the problem of administrative overhead costs:

- In one Massachusetts program, administrative costs are minimized by using regular teachers for YETP so that new people do not have to be hired.
- In Boston, the schools pay for the costs of running a program; CETA funds go for youth wages, specialized equipment and training, and transportation.
- Certain "administrative" costs can be put in other categories, e.g., anything that directly relates to servicing or training a client such as printing job descriptions or personnel policies for youth at work sites.

- In El Paso County, Colorado, the financial agreement covers only certain transition services such as computer terminals that tie into the Colorado Career Information System; youth wages are paid directly by the prime sponsor.

- In San Francisco, CETA funds are insufficient for training costs so funds are added from foundation grants.

- In Indiana, the Balance of State prime sponsor plans to meet with the State Department of Labor and its various contractors to see whether a negotiated overhead rate similar to the one allowed by HEW can be provided.

4. IS THERE A REALISTIC WAY TO RESOLVE THE PROBLEM OF UNCERTAINTY ASSOCIATED WITH ANNUAL FUNDING?

Many prime sponsors adopt Philadelphia's procedure whereby funds are routinely carried over to the new grant year starting October 1. The Philadelphia prime sponsor pointed out, however, that the Public Service Employment titles of CETA (II-D and VI) allow only 10 percent of any surplus to be carried forward; the remainder must be returned for national reallocation. Some, he said, may mistakenly apply this ruling to YETP.

In Eastern Kentucky, a representative from a small rural LEA reported that they save money from the spring to carry over to September. This year, the in-school program started two weeks earlier, so more money was set side from the spring.

An LEA representative from Boston reported that a "kitty" was set aside to cover expenses in September but suggested that other programs might prefer a clause in their contract to provide for September expenses.

The Balance of State Indiana prime sponsor felt that the key to resolving uncertainty was "putting confidence in the other contractor," in his case, the State education agencies which have the mechanism and the credibility needed to deal directly with the 199 school districts served by the program. Because of their mutual confidence, the State agencies put money into the school districts before the CETA funding becomes available.

A prime sponsor at the Denver Conference reported on a reimbursement arrangement whereby school district money is used until CETA funds become available, then replaced. As a result, the program has never been short of funds. The participant also noted that extra money becomes available whenever an enrollee drops out of the work experience component of the program.

In San Francisco, the prime sponsor sets aside funds from the summer youth program (SYEP), knowing that school funds have been reduced due to Proposition 13. Title II funds, despite their more restrictive income eligibility, are also used to continue youth directly from in-school to summer programs.

Other participants felt the answer to funding uncertainty was the creation of year-round youth programs. A listener pointed out that in North Dakota and in 10 other places around the country, projects will begin October 1, 1979, which consolidate all youth under one umbrella for year-round projects.

Another participant, noting that on the national level money is being transferred from the CETA summer youth programs to YETP, thought it a good idea because the 9-week summer programs are too short to teach enrollees good work habits. He thought that by combining in-school and summer programs youth would be provided with more hours of work experience during the summer as a reward for faithful participation during the school year and that, because of this, employers will have to train fewer people.

WORKSHOP G

WORK SITES AND WORK SITE SUPERVISION FOR YETP

INTRODUCTION

The workshops generally opened with a discussion of the importance of the worksite, its potential for learning and its match with the needs and abilities of an individual. The first two questions deal with these issues. Next, the discussions tended to turn to the role of the worksite supervisor, the qualifications and training that seem to help and the ways in which a supervisor can tie in worksite objectives with those of teachers and counselors in the schools. The discussions then tended to turn to transportation and other problems of logistics.

DISCUSSION OF THE QUESTIONS

1. HOW CAN WE BE CERTAIN THAT WORK EXPERIENCE AT EACH SITE WILL HAVE CAREER SIGNIFICANCE?

Some CETA representatives reported that participants in CETA Youth programs seldom have career goals; they keep coming back to CETA jobs year after year instead of going out on their own. By tying work experience to career development, said the CETA presenter at the Seattle conference, Youth Employment and Training Programs may help to break this dependency on CETA.

By and large, however, Workshop G participants spoke against the notion that YETP jobs should emphasize "career significance." Many thought school programs in career education did not start early enough to provide youths in the YETP age bracket with a sense of career goals. Participants at the Boston Conference agreed that enrollees age 17-18 do not ask for jobs with career significance and the regulations that require it are unrealistic. Their own YETP programs are aimed primarily at dropout prevention, through motivation of improved school attendance, and only secondarily at stimulation of career awareness.

A participant in Kansas City thought career-oriented jobs for 14 and 15 year olds are even less realistic, since these youth rarely have any skills or notions of career. Furthermore, in small communities the choice of jobs for younger teenagers is quite limited. The available jobs--in a service station, a grain elevator, or a general store--go to youth aged 16 and older.

At the Kansas City Conference, participants agreed that the goal of their work experience programs was to teach the youth proper work attitudes, so that they could later find jobs on their own. Job assignments were designed to enhance the first step in career education, career awareness, but not the more advanced steps of career exploration or career preparation. In Tacoma, Washington, however, the prime sponsor emphasizes career exploration in work assignments and puts the responsibility on the enrollee for career development.

Participants tended to agree that almost any job could be of later career significance if it developed an appreciation of the work ethic. As one participant noted, most adults are fired not because they lack technical skills but because they are unable to get along with people or to arrive at work on time.

Most participants indicated that the jobs in their programs were only in public or non-profit agencies. Some indicated they had only become aware at the Conference that private sector work experience was allowed under YETP. Several felt that public sector jobs failed to provide the learning skills and behavior that are needed in the private sector where most youth would eventually seek work.

A representative of the school district in Jackson, Mississippi, reported a concerted effort to use the labor market projections of the Employment Service to determine where jobs would be in the next ten years. Employers and work site supervisors are asked to develop work assignments that will help prepare for jobs five to six years in the future.

Some participants felt that even a negative job experience could have positive benefit if a youth decides to eliminate a particular career from further consideration. One participant took issue, however, arguing that a bad experience on a youth's first job could take years to overcome.

Specific Recommendations:

- A carefully written job description should be signed by the enrollee, the enrollee's parents and the work site supervisor. The job description should serve as part of an agreement to perform, both by the enrollees and the employers. It should be considered a binding, legal document subject to the grievance procedures provided in the bargaining agreement between an employer and a labor organization.
- If an enrollee is interested in a professional career, such as medicine, it is important to introduce him or her to the professional's role in the community, not just to the job itself.
- In developing work sites, it is important to coordinate YETP with existing school-related programs in the community. If a school has a distributive education program, YETP participants should be enrolled in it. This approach assures academic credit and avoids duplication of job development with private sector employers.

2. WHAT IS NECESSARY FOR MATCHING STUDENT SKILLS WITH WORK EXPERIENCE PLACEMENT SLOTS?

Participants identified a number of methods and techniques for ensuring that students work experiences are meaningful. The major categories of responses were: testing and counseling, preplacement services, and post-placement services. Participants also listed a number of reasons for jobs not matching student interests or aptitudes.

Testing vs. Counseling

Some programs start with a "bank" of job listings and find youth to fill them. Other participants report they find sites only after individual assessment. In general, there was wide variation on placement methods, and Workshop G participants were divided on the question of what constituted appropriate "assessment" in making work site assignments.

Proponents of formalized testing cited tests such as the Kuder as being helpful in determining student interests and aptitudes. One participant suggested that three separate instruments should be used together: (a) aptitude -- the capacity to learn something, (b) ability -- skills and knowledge already possessed, and (c) interest.

Most workshop participants felt, however, that good counseling was more important than testing. They thought that the CETA summer program does not allow enough time for adequate testing and that CETA-eligible youth tend to "turn off" in comprehensive testing of any sort, feeling that they will not measure up. Participants cautioned that interest inventories which list areas in which a youth thinks he or she can work must be balanced by "reality counseling." Some participants felt that assessment was more effective in individual sessions; others, that group counseling was better.

Pre-Placement Services: Comments and Examples

Few participants stressed basic skills training before job placement. Even job interests took a back seat to dependability and responsibility.

In Jackson, Mississippi, enrollees are cautioned to expect to perform duties not listed on their job descriptions. They learn to appreciate the employer's situation by role-playing the employer as well as the job applicant.

In Kansas City, Missouri, three to four weeks of classes prior to job placement teach job survival skills and job-seeking skills with very little time devoted to career exploration or basic skills training.

In Tacoma, Washington, 40 hours of class time are devoted to developing confidence, setting achievable goals, and completing job applications.

In Kenosha, Wisconsin, two types of job sites are developed: one for youth with no defined skills and interests and one for those with tested skills/interests. A youth placed in the former is given a "mini-evaluation" by his supervisor after two weeks, to determine whether he/she is ready to be switched to the latter category.

In Southeastern Colorado, a pilot vocational exploration program takes both young men and women through 60 hours of welding, auto mechanics, nursing, child care and other occupations that have traditionally been sex-stereotyped.

Post-Placement Services

Participants at the Boston conference emphasized that meaningful work experience is possible only in combination with transition services.

In the South Boston YETP program, each youth is told to focus on a career objective and is helped to find in his or her job something to help accomplish that objective. A sales job, for example, can be related to a youth's interest in the field of management even though the job, narrowly defined, is not managerial. Youth are encouraged to look at the potential of that job and at other people on the job--to imagine where those people will be in a couple of years.

After a few weeks on a job in the Jackson, Mississippi, program, a youth is encouraged to discuss problems with the employer. Not liking a particular job is seldom considered a sufficient reason to switch sites unless a youth can state a specific goal not being met that could be met elsewhere.

Why Jobs May Not Match Student Interests/Skills

Workshop participants suggested nearly a dozen reasons why work experience job slots might not match student skills or interests.

- In rural areas, youth have to be assigned to jobs that are available. But in these areas, students are often delighted just to have a job.
- Transportation to the 'right' job may not be available.
- Student dependability is a better indicator of a successful work experience than student interests. Youth may not be placed or hired according to interests when a program is concerned primarily with job attitudes.
- School counselors, already overworked, may not have the time to match interests with the jobs they develop. A school board may, however, require that guidance counselors do this. If it does not, the coordinator of a cooperative vocational education program may be in a better position to find jobs that match with interests.
- The youth is often placed with a supervisor who can provide good counseling. For example, a youth may be placed in an agency that referred him or her to YETP. The youth may be personally known to someone there, and the relationship may override the youth's career interests.
- The Request For Proposal process is sometimes used to bring in agencies that provide participants for their own programs.
- Jobs are sometimes developed first; many programs do not start with the enrollee and custom-design jobs.

- Public sector jobs are often not well-defined. They provide only intermittent tasks and leave the youth idle for long periods of time. Some participants noted that it was the allegedly "menial" or sex-stereotyped jobs, such as clerical and custodial work, that were most likely to provide ongoing, specific tasks.

- The program's time frame can be a barrier. During the school year, a student's class schedule may prevent a better placement. During the summer, there may not be adequate time to determine interests through testing.

- Many programs, by their very nature, deal with youth who are weakest in motivation and interest. Programs dealing with high-risk potential dropouts may have to start with the monetary inducement of a job to improve school attendance, and defer development of interests and skills until later.

- A job supervisor may take a negative attitude and expect too little from a youth, or be too eager to help the program without considering whether productive work is actually available.

3. HOW CAN WE ORIENT AND TRAIN WORK SITE SUPERVISORS TO ENSURE THAT YETP WORK EXPERIENCE GOALS ARE MET?

Lack of adequate supervision and lack of proper attitudes on the part of supervisors were cited as major problems by the General Accounting Office in its 1978 report on the CETA summer youth program. Selection and training of the work site supervisor is critical, pointed out a CETA participant from Rockland County, New York, because alienated youth who have rejected or been rejected by teachers depend critically on the role model provided by the supervisor.

Some participants have found benefits in group training of work site supervisors. The CETA participant from Somerset County, New Jersey, described a supervisor's manual her program has developed. The manual is a technical assistance tool, and yearly training of supervisors is provided by LEA subgrantee representatives who present each of the six parts of the manual: participant rules and regulations; CETA responsibilities; job site supervisor's responsibilities; hiring and payroll procedures; timesheets and other forms; evaluation.

In East Baton Rouge, Louisiana, the CETA Youth Coordinator conducts an orientation session four times each year for the supervisors at his 50-plus job sites. Each supervisor submits a written report which is evaluated by the other supervisors at these meetings. The Youth Coordinator poses five questions for each supervisor to consider: (1) Can my program withstand an external evaluation at this time? (2) Are CETA participants' folders in order? (3) Are CETA participants assigned to my work site receiving adequate training and supervision? (4) How would my CETA participants evaluate me as a work site supervisor? (5) Has the Youth Coordinator been of service to me?

Many other programs, however, are unable to assemble all work site supervisors for a group training session. In Jackson, Mississippi, the LEA presenter cited three reasons why a general session for supervisors is impossible to arrange: (1) job sites are scattered over a 60-mile radius; (2) small offices cannot spare someone to attend a meeting; (3) job site development and youth placement go on continuously, not all at once.

In the Southeast Corridor of Colorado, the Director of Manpower Services meets the supervisors in September, over lunch in one of the school cafeterias. They discuss job habits, personnel policies, payroll operations, and the supervisor's handbook. These annual meetings are supplemented with bi-weekly visits of high school counselors to the work sites. While other Workshop participants spoke of more frequent visits, the Colorado Director cautioned that too many visits were likely to make youth think they were working for CETA or the LEA and negatively affect their work at the job site. Supervisors are given total authority to hire and fire. As the Director puts it, "You have to protect your work stations."

Other Workshop participants emphasized the need to protect the work site supervisor and to defer to his or her judgment. In Somerset County, New Jersey, the CETA youth programs supervisor accepts the job site supervisor's judgment of the number of job slots available. In Jackson, Mississippi, a supervisor is never confronted directly with a youth's complaint; instead, a coordinator goes to the site and asks, "What can I do to assist you?" At the Kansas City Conference, participants supported the notion of involving supervisors in the planning and operation of programs.

Other comments and recommendations on the role of work supervisors are summarized below.

Written materials for supervisors. Nearly everyone spoke of having a prepared handbook or manual, but some participants felt that supervisors did not read it thoroughly. Some participants admitted that they erred in assuming that supervisors were familiar with CETA. They agreed that written materials were not enough and that ongoing orientation to the materials was necessary. For example, in Jackson, Mississippi, supervisors are given copies of agreements that enrollees sign with CETA, including grievance procedures which enrollees are expected to follow. Other participants argued that these procedures are often foreign to employers. With their responsibility to post and submit time sheets for enrollees, to provide weekly rosters of enrollee workers, and to prepare wide-ranging evaluations, many supervisors complain that all the paperwork reduces the training and supervision they can provide.

Number of enrollees per supervisor. While the regulations allow up to 12 enrollees per supervised job site, most Workshop G participants indicated that they prefer to assign only one or two youths to each site except where a high school itself is an employer. If more than two CETA youth are at one job site, some programs have found youth "tend to get together and goof off." A few participants felt that supervisors in public agencies were inclined to take on too many youth for the amount of work actually available.

Incentives to supervisors. In Rockland County, New York, the prime sponsor sets aside 5 percent of the YETP grant to compensate work site supervisors who participate in pre-placement training. In Racine, Wisconsin, the YETP program puts on a rummage sale each year to pay for a recognition dinner for supervisors.

Mechanisms for handling problems. Workshop G participants stressed the importance of having someone at CETA or the LEA whom the supervisor could call about a problem at the work site. In the Southeast Corridor, Colorado, program the CETA coordinator responds immediately, by going in person to the site. There was general agreement among Workshop G participants that a personality conflict between supervisor and enrollee was grounds for switching an enrollee to another site.

Pre-selection of work site supervisors. In Somerset County, New Jersey, the CETA Youth Program Supervisor sent letters to 75 non-profit agencies asking each to list prospective job descriptions and the names of potential supervisors. A breakfast orientation meeting was held for supervisor candidates from 37 of the agencies. In San Francisco, a contract was let with a college to interview potential work site supervisors, making sure that the candidates understood CETA and the program's connection with the schools.

4. HOW CAN WE HELP WORK SITE SUPERVISORS TO DEVELOP THE PATIENCE AND UNDERSTANDING THEY NEED TO OVERCOME TENDENCIES TO GIVE UP ON CERTAIN YETP STUDENTS?

Workshop G participants tended to agree that patience was not a quality that could be developed, but was one that must be sought in work site supervisors.

Most participants felt it was important that a supervisor be given an honest appraisal of the youth to be assigned. The coordinator of the Kenosha, Wisconsin, YETP program, reported that he tells each supervisor about an enrollee's work history and academic and psychological profile before the youth is interviewed. The enrollee's family income is not revealed in this initial contact for fear that supervisors would think they are getting the "worst" youth.

In Racine, Wisconsin, it is felt that supervisors should know about any home problems an enrollee may have, since these problems are often the cause of attendance problems.

In Rockland County, New York, the CETA youth director explains to supervisors that enrollees are "structurally" unemployed and that they may have special needs. He makes them aware that extra time is required to train these youths, and he deals with sensitivities related to the fact that tax dollars support the program.

Some participants spoke of the need for supervisors to serve as father or mother, or older brother or sister, to the enrollee and to have daily contact so that the enrollee feels cared for.

Most participants agreed that an emotional attachment between a supervisor and an enrollee was a healthy thing; if it were discouraged, an enrollee might perceive yet another rejection added to rejections at home or in school. But one participant cautioned that too close an attachment could have repercussions on the overall program; the supervisor might be reluctant to take on another enrollee, thinking that no one could measure up to the first youth.

5. WHAT CAN WE DO ABOUT THE TRANSPORTATION PROBLEMS MANY DISADVANTAGED STUDENTS HAVE IN GETTING TO THE SITE?

Several participants reported that while YETP regulations allow transportation as a line-item cost, prime sponsors may discourage subsidized transportation of enrollees to work sites. Several participants agreed that transportation was a responsibility of each enrollee as preparation for the real world of work. A participant observed that CETA youth have no problem getting across town to a football game. The wage itself should be a motivator for the enrollee to take responsibility to get to work, argued a CETA representative. Others felt that transporting youth now would only lead the youth to expect the same help later on.

In some programs that provided no transportation to work sites, participants reported an effort to match enrollees with jobs close to homes or schools. (Note: As mentioned under Topic Question #2, this was one factor that reduced the likelihood of matching a youth's skills/ interests with a particular job.)

In programs where transportation assistance is provided, it varies to a great extent, as the following examples illustrate:

- In San Francisco, enrollees are provided with maps and public transit schedules. Before job placement, they practice using the transit system to visit friends' houses.
- In Baton Rouge, the Mayor's Council on Youth Opportunities provides bus tokens.
- In Kansas City, Missouri, the program provides bus tokens until the enrollee gets his/her first paycheck.
- At the Chicago Conference, a participant cited a project in which employers send buses to a central location to pick up enrollees.
- For rural areas, some participants suggested a youth-run car pool service, perhaps supported by a loan from the Small Business Administration.

WORKSHOPS I and K

FITTING YETP INTO THE EDUCATION SYSTEM

INTRODUCTION

Unlike the other workshops, the participants in Workshops I and K tended to present detailed descriptions of their projects rather than to discuss separately the five topic questions listed in the workshop agenda. For this reason, instead of reporting the workshop discussion according to the topic questions, a description of each program is presented. Whenever an aspect of a program relates to one of the topic questions, the number of that question is inserted in the text.

The emphasis in Workshops I and K was on developing YETP programs that supplement existing educational programs rather than substitute for them. The five topic questions that were suggested for consideration were:

1. HOW CAN YETP BE RELATED TO THE SCHOOLS' EMPHASIS ON THE DEVELOPMENT OF BASIC SKILLS?
2. HOW CAN YETP BEST COMPLEMENT EXISTING CAREER EDUCATION, VOCATIONAL EDUCATION, DISTRIBUTIVE EDUCATION AND VOCATIONAL REHABILITATION PROGRAMS?
3. WHAT RELATIONSHIP IS THERE BETWEEN YETP AND OTHER LEA/CETA EFFORTS?
4. WHAT CAN BE DONE TO FIT YETP INTO THE REGULAR SCHOOL DAY?
5. WHAT HAPPENS TO YETP PROGRAMS IF FEDERAL FUNDING STOPS?

PROJECT DESCRIPTIONS

Boston

In August 1977, the Employment and Economic Policy Administration became the prime sponsor for Boston. Public schools there have long had a tentative, prickly and distrustful relationship with the bureaucracy, but the newness of the prime sponsor and the urgency of creating Entitlement and YETP programs led to strong personal relations that cut through the former barriers. Turf, roles, and mechanisms became less important, as CETA people and educators agreed on the need to address the whole youth--not looking at him or her exclusively as "student" or "enrollee."

Instead of making a list of program needs and having schools compete against CBOs for delivery of services, the prime sponsor accepted the unique capacity of schools to deal with special-needs youth and to provide bilingual programs. (#2)

The development of YETP and Entitlement programs forced many school people to change their view that vocational education is a "dumping ground" or last resort for many students and that students with poor attendance should be punished by outright suspension.

Through a combination of YETP and Entitlement funds, plus CETA Title 1, Title IX and Vocational Education funds (#3), a philosophy of career awareness is being created in the Boston schools and career education is being built, K-12. (#2) Unfortunately, the different eligibility requirements make it hard to run an integrated system.

The work experience component is not tied in well with the regular school day because schools have not extended their school day as the prime sponsor had hoped. (#4)

If Federal funding stops, some of the school programs will continue; some superintendents have indicated they would use school system discretionary funds to do so. There has also been an effort to link the YETP Occupational Resource Center with Boston's Private Industry Council for better coordination of job development. (#5)

Central Texas Manpower Consortium (CTMC)

CTMC serves 30 of 31 independent school districts in a seven-county rural area in central Texas. Transition services are provided this year to 8,000 youth, regardless of income, through a subgrantee, Central Texas College. The services include testing to develop career awareness and distribution of career information literature developed by the college. Each school has collected a basic library of career information materials. A graduate level course in career information and guidance is also provided free as in-service training for LEA faculty and staff. (#2) By using vans to transport video equipment to the various schools, the program allows youth in these rural areas to get exposure to a host of careers besides agriculture.

The results of aptitude testing showed, much to the schools' surprise, that these rural students out-performed state and national norms. (#1) However, skills and interest tests that indicated strength in the trades and technologies did not match with many students' stated preference for teaching.

The program was the result of a survey of superintendents in the 30 districts. They were asked what services CETA could offer that would supplement a school curriculum that might lack (a) programs, (b) funding, or (c) expertise. To assure the superintendents that the program would work closely with the schools, the college was in daily touch with them. (#2) There was some concern about the amount of time it took to administer the aptitude and interest tests, but most superintendents felt that rather than "wasting" teaching time, the teachers worked harder to make up for lost class time. (#4)

As a result of this YETP program, the prime sponsor is convinced that the in-school work experience programs must be tied in with career education. (#3)

DeKalb County, Georgia

When CETA programs were first launched in 1973, the director of vocational and career education sold the county prime sponsor on using the existing school system because the schools had a full-fledged career education program extending from K-12, and could provide school facilities after 3 p.m. Since school buses bring in CETA participants, then take regular students home (#4), YETP fits smoothly into the normal routine of the DeKalb schools. It supplements school programs by extending existing services and by adding support services the schools could not provide through vocational funds. These services include transportation, health services, more extensive testing, and programs to develop eye-hand coordination. For in-school participants, YETP is combined with regular vocational programs, a procedure which is economical as long as teachers' class loads are not excessive. (#2).

YETP does not fund new programs or new administrative activity but allows the ecnomically-disadvantaged to be paid for work experience. The schools accept YETP as a means to help students who were not served previously by the regular program.

If Federal funding stops, the YETP components that local tax money could not support would end -- student wages, vocational work-study and transportation. But staff development to work with the disadvantaged would continue. (#5)

Chatham County, Georgia

YETP is an exemplary program of job placement that supplements the county's Coordinated Vocational and Academic Education (CVAE). (#2) CVAE offers remedial language and math skills to the disadvantaged, supplementary vocational education for youth with low reading and math levels, and job placement. The CVAE emphasizes development of the work ethic and focuses specifically on the economically or educationally disadvantaged. YETP work experience validates and reinforces the basic skills learned through CVAE. (#1) YETP also gets more employers involved with the CVAE program by offering the tax credit incentive. (#2) Each of the seven county schools assigns a CVAE coordinator responsibility for every disadvantaged child in that school.

Rockland County, New York

The Rockland County projects were cited at an Office of Career Education mini-conference as exemplary in the way they have pulled the public schools together to operate a comprehensive career education component. (#2) The county runs programs with 11 LEAs. One, in East Ramippo, grafts YETP work experience onto an existing program of formal classes for potential dropouts (#2).

None of the projects relates directly to basic skills (#1), partly because the prime sponsor feels that YETP regulations do not have the latitude to provide basic education and partly because there is not enough money to furnish materials for it. Instead, YETP is encouraged to link up with LEAs which are already doing a good job in basic education.

In the discussion that followed the Rockland County presentation, a workshop participant from Hartford, Connecticut, said that his prime sponsor allowed YETP to combine job experience with remediation, because the youth in the program were reading at a 3rd - 4th grade level--too low to be employable. An LEA participant from New Rochelle said that following their program evaluation they had been asked to fortify the basic education components; but, finding that students close to graduation were marginally illiterate, they had switched from basic skills to a crash course of occupational skills. The prime sponsor and the schools were therefore at loggerheads. (#1)

Harbor City Learning Program, Baltimore, Maryland

YETP itself is largely patterned after the Harbor City Learning Program which set up autonomous, alternative mini-schools using public teachers paid for as an in-kind contribution, and supervisors paid by the prime sponsor. Dropout-prone youth from the public schools and dropouts who re-enroll attend one of five occupational clusters or, if undecided, an Experience Based Career Education cluster. Youth alternate every two weeks between attendance at Harbor City and work at a job site. They receive instruction in the cluster they have chosen for two hours during the regular school day (#4), then spend two weeks in subsidized public service employment that is as closely related to this study as is possible.

Unlike the Neighborhood Youth Corps and other previous youth employment efforts in Baltimore, Harbor City aims at a holistic treatment of youth. Harbor City combines funding from YETP and Baltimore's Entitlement Program. In-school CETA projects are funded by Title II-B and YETP, but the prime sponsor is not geared specifically to LEA agreements. Instead of trying to fit youth into existing programs, the prime sponsor looks at needs first, then finds the funds for them. (#3) Programs at Harbor City maintain the thrust of career education in the regular schools. (#2)

If YETP funding stops, the Harbor City program will probably die. But youth unemployment programs continually start and stop, and many of the different educational concepts and approaches to dropouts will, it is hoped, be institutionalized in the regular school programs. (#5)

Berks County, Pennsylvania

Like the Harbor City Learning program, the YETP program in Berks County, Pennsylvania, provides training outside the regular high schools. Both YETP and the Berks County Youth Community Conservation and Improvement Program are run at the county vocational technical school. (#3) Initially, the program had difficulty convincing the 18 district superintendents to reschedule CETA-eligible youth so they could be served. But now, in-school youth work in the morning, report to their home schools at noon, and are bussed to the vocational school where they stay from 3-10 p.m. Out-of-school youth work during the day and are served at the vocational technical school from 6-11 p.m. (#4)

The program provides remedial education which the home schools do not provide. (#1) After a comprehensive assessment, a participant chooses one of more than a dozen competency-based occupational clusters. A youth can leave the program whenever his or her planned learning is completed. Youth may also return to the program, as some do, if they lose their jobs. In-school youth are awarded academic credit for program work from their home schools and graduate there. Out-of-school youth, however, are not encouraged to return to their schools--Berks County is convinced that it does little good--but earn a high school equivalency instead.

Enrollees are not main-streamed in the regular programs of the vocational technical school because of the long waiting list to enter and because of their low level of skills. (#2) However, when enrollees do reach a certain competency level in one of the clusters, they may then apply for the regular vocational program or may enroll in a enter work experience program.

Home school instructors, at first leery about the program, are now coming out to ask about job openings for their own students. (#2)

The program also depends on vocational rehabilitation funding that assists a large number of handicapped persons in the county, many of whom are also enomically disadvantaged. (#2)

Although the program is looked upon as a success, its director believes that if Federal funding stops, the schools will not continue it. (#5)

Johnson-Leavenworth County Consortium, Kansas

In two school districts, the prime sponsor uses YETP to pay wage subsidies for CETA-eligible slow learners and potential dropouts who are enrolled in existing work study programs. (#2)

The main use of YETP by the consortium, however, is to create career development centers in 14 school districts within the two-county area. (#2) The largest school system in the area, the Shawnee Mission Unified School District, had used Vocational Education funds to create a career development center which the consortium decided to use as a model for other schools.

The Center provides 10-hours of counseling primarily for sophomores, as the beginning of a career educational program. Shawnee Mission's 10-hour "mini-course" is voluntary and non-credit and is usually taken during study hall periods or, by arrangement, during other classes. At some of the other schools in the two districts, the 10 hours is worked into an existing course. (#4)

The career center approach was adopted instead of a vocational education program (#2) because the latter is far more expensive and has difficulty keeping up with obsolescence in industry. After developing an interest in an occupation, students are encouraged to select appropriate courses of skill training. The prime sponsor supports this program of school-based counseling, so that later career employment experience opportunities that are developed by the prime sponsor's staff for the income-eligible can be certified as relevant to their educational programs. (#2)

The career development center at Shawnee Mission has also prompted reconsideration of how basic education is taught. (#1) According to the Center, students planning to become welders need to look at words and numbers differently from those who plan to become accountants or lawyers.

Centers are now operating in 12 other school districts. Because they are located in the high schools, it is easy for teachers to visit them and then to reorient their classes to respond to new, career-related interests of their students. (#2) The visibility of the Centers also helps to attract disadvantaged youth whom the program may not have identified.

King-Snohomish Manpower Consortium, Washington

The consortium of King and Snohomish Counties includes the cities of Seattle and Everett. It is one of seven sites taking part in a two-year Youth Incentive Entitlement Pilot Program that guarantees jobs to poverty-level youth, age 16-19, who agree to remain in school or return to school. The prime sponsor decided to combine all youth programs, including YETP, into one project. (#3)

Integration of work experience with educational programs (#2) is given high priority, although a survey of participants revealed that only half the participants found the two related. In King County, where many career education programs exist, the project draws upon these programs. In Snohomish County, where both career development efforts and remedial skills training are meager, CETA money is used as a lever to change school curricula. (#1)

Where schools are unwilling to allow students to leave class, special arrangements are made for evening or Saturday sessions. In Seattle, all CETA career development classes take place after regular school hours. Elsewhere, classroom activity is part of the regular school day, and work experience is after school. (#4)

Relating work experience to school courses has required a lot of job re-structuring, but the prime sponsor feels that the intent of the YETP legislation is not just to supplement school programs but to cause generic changes in school curricula. (#2) Tying remedial education to work experience may provide a way to determine the level of basic skills the schools should be providing. (#1)

In the discussion that followed the presentation, a participant from Auburn, Washington, complained that CETA created new programs instead of putting disadvantaged kids into one of 42 existing vocational programs. In response, a Montana prime sponsor said that her YETP program provided broad career exposure to 9th and 10th graders. Once they had isolated a career interest, they were then included in regular distributive education and skills training programs in the schools. (#2)

Much of the King-Snohomish effort is to provide jobs in the private sector, and it is expected that private sector employers will provide many of the work experience sites when Entitlement funding ends in June, 1980. (#5) However, the prime sponsor believes that since the target population includes so many from broken homes, up to one-third may drop out of school because there will not be enough sites to go around.

Sacramento County, California

The County prime sponsor contracts with each of seven school districts. Each one runs its own YETP program, but there is a common job bank and a standard application form. Coordination is achieved through monthly meetings of program operators.

Participant assessment includes determination of basic skills and occupational interests. If a CETA-eligible student is lacking in basic skills, remediation is provided at his or her school. (#1) Whenever possible, the program uses regular vocational, career education, and skills training programs offered by the high schools (#2), but where such training is not available, an agreement with the community college provides for special training under concurrent enrollment.

The three CBOs provide services to out-of-school youth, but CETA services for in-school youth go almost exclusively through the school districts where YETP in-school funds are combined with funds from CETA Title II, Title VI, and other sources. (#3) About 15 percent of the vocational education funds for the disadvantaged are matched with CETA money. Since the state-funded work experience program already allowed students to be excused from classes to go to career-related jobs, there was no problem in doing the same in the YETP program. (#4) Some students work in the morning and some in the afternoon, thus preventing "pile-up" problems.

Coming up with funds has not been a problem, but because of school budget constraints caused by Proposition 13, it is doubtful that regular school programs will pick up YETP after federal funding stops. (#5) Faced with a choice, school boards will retain academic programs and drop work experience.

In the discussion that followed, a listener from Richmond, California, commented that YETP programs did for poor youth what the regular work experience program did for white middle-class students who could find their own jobs. (#2) Another participant felt that if Federal funds were cut back, the Private Industry Councils (PICs) would have to encourage private firms to take on disadvantaged youth and that public agencies now benefitting from subsidized youth employees would have to pick up their salaries since participant wages account for 70 percent of current program costs. (#5)

Beloit, Wisconsin

The YETP program in Beloit, Wisconsin, is an outgrowth of an earlier program, developed by the senior principal at Beloit High School, to identify and work with the dropout-prone. Under the principal, who is now the YETP coordinator, CETA funds contribute to this program and to the existing career education program by adding a work experience component. Computer-based career education services, already part of the total counseling program for all students, are used by the disadvantaged YETP enrollees. (#2) While the prime sponsor agreed to supplement the existing program, it also sought to introduce innovations, such as shadowing on summer work assignments, in the hope that the school would later include these innovations as part of its career education program. (#2)

Students who have been placed at the job sites frequently ask to get into regular basic skills courses. (#1) The YETP program emphasizes job attitude, not skills. It has been flexible in rewriting job descriptions so that a student needing better typing skills can stay in the job while enrolling in a typing class.

YETP work experience takes place in the 11th and 12th grades, following job shadowing and other work exposure during the 9th and 10th grades. (#3) If a youth at graduation is ready to work but not adequately skill-trained, he or she can be placed in an OJT assignment if an appropriate one is available. (#3)

Although the school has helped to accommodate YETP work experience by opening at 7 a.m. and remaining open until 5 p.m., some students with academic requirements to satisfy may, because of scheduling problems, have to accept a second-choice job. (#4)

If Federal funding stops, the prime sponsor feels the program will continue, since CETA pays only for student wages and for mileage costs of coordinators who visit work sites. (#5)

The Program for the Handicapped, Rock County, Wisconsin

Before YETP, 30 percent of the mentally handicapped in Rock County, Wisconsin, were dropping out of school. YETP added a work-study component for the mentally handicapped to a program of basic skills already in place. (#2)

The program tests for mechanical skills in the 10th grade, then offers opportunities for job exploration. Enrollees may also draw upon the resources of nearby Blackhawk Vocational Technical Institute. Their school day is entirely realigned to eliminate study halls and some electives (#4) and provides instead four hours of basics (#1) and four hours of work-study (#2). According to the presenter, the best jobs are those with repetitive tasks, since the handicapped rely heavily on memory: stock clerks, library aides, printer's assistants, collectors, quality control inspectors, groundskeepers, etc.

Weber-Morgan Consortium, Utah

Weber and Morgan counties and the city of Ogden, Utah, participate in a corsortium where YETP funds are funnelled through Skills Center North, a facility established in 1971 by Weber State College to provide employability to the entire community, adults as well as youth.

The schools agreed to match YETP funds 50:50, and to earmark 15 percent of vocational education funds for the disadvantaged as well. Activities at the center are closely linked to the regular vocational programs in the schools and also to a sophisticated career education program offered in grades 11 and 12. (#12)

Each high school in the consortium has an "Alternative Coordinator" whose job is to work out a program of alternative education for each student not succeeding in the regular high school programs. Students are assigned to the Center on an open entry-open exit basis. They receive

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individualized assessment of attitudes and values and a computerized match of these with worker traits in various occupations, leading to comprehensive vocational training, pre-employment training, and help with job development and job placement. Students can come to the Center and still maintain their regular high school schedules. (#4) If their reading and math skills are weak (#1), they may also be referred to a remedial program at the cooperative Vocational High School that shares the same building with the Skills Center.

The Center receives support not only from YETP but also from CETA Title II-B funds for job development, from Public Service Employment funds and from summer youth employment funds. Title II-B work experience is separate and run by a local school district. OJT is reserved for dropouts who do not want to return to school. (#3)

Under an agreement worked out between them, the Center bills the prime sponsor for each CETA-eligible youth who uses the Center, based on a unit-of-services cost. Although CETA funds do not go directly to the school district, the training at the Center is considered an in-school program since it serves in-school youth. (#2) The presenter claims that, because of the school's contribution, twice as many economically-disadvantaged can be served.

The career education programs in the schools, beginning in the elementary grades, culminate at the start of the 10th grade in a three-year Experienced Based Career Education program that emphasizes vocational training. Students may enroll in the EBCE program at their home schools or in the alternative program at the Skills Center. (#2)

WORKSHOP J

SELLING YETP TO EDUCATORS

INTRODUCTION

The discussions in Workshop J were primarily focused on the development of support for YETP in-school programs from educators. Participants delineated two basic levels at which CETA prime sponsors should work to establish and improve relations with schools: the administrative or "decision-maker" level, and the faculty or "operational" level. The reasons for educators' reluctance to commit school systems to a full collaborative relationship with CETA prime sponsors were examined and methods by which the reluctance can be removed were cited.

Responses to the topic questions in Workshop J tended to be comprised of descriptions of participant experience and knowledge of local programs. Some of these descriptions were brief examples and some were more lengthy, step-by-step approaches to selling CETA youth programs to school administrators and staff. The responses are organized below to highlight examples and recommendations from existing programs.

DISCUSSION OF THE QUESTIONS

1. WHAT CAN BE DONE TO OVERCOME THE BASIC MISTRUST WHICH MANY EDUCATORS HAVE OF CETA?

Participants in Workshop J discussed several broad issues related to the mistrust educators have had of CETA programs and prime sponsor organizations. Both CETA and school representatives also suggested specific remedies for improving the image that both members of the education community and the larger community have of CETA. Finally, methods by which prime sponsor staff can improve relations with school administrators, school board members, and school faculty were recommended by conference participants from programs which have developed good LEA/prime sponsor relationships.

Why CETA is Mistrusted

Lack of "legitimacy" - Many educators contrast the long tradition of public education with the fact that CETA has been in existence only since 1973. They fear that CETA youth programs will be transitory, discounting the fact that Department of Labor job training programs have operated since the 1930s.

Adverse publicity - Participants noted that educators generally hear of CETA through critical newspaper and television commentaries, such as the "Sixty Minutes" program. Selling YETP must often be preceded by unselling the negative perceptions.

Layoffs - Sometimes, a staff member for YETP has been hired and a regular teacher laid-off, or a work experience program leads to replacement of clerical personnel. These situations are prohibited in CETA regulations, and most prime sponsors act quickly to discontinue displacement of regular employees.

Notion of "make-work" - Many educators, particularly in rural areas, mistakenly believe that current CETA programs are basically the same as Neighborhood Youth Corps programs that were often make-work. In response, participants suggested that CETA must stress employability development.

Forcing programs on schools - Many school participants felt that CETA prime sponsors have not taken the schools' own needs into account when full-blown programs designed by CETA staff are proposed.

Trying to change school systems - Educators also feel that CETA is not content to supplement school programs and that prime sponsors wish to foster fundamental curriculum changes. Most educators oppose basic changes coming from "outsiders."

Limits on the prime sponsor - Many educators, tied only loosely to state boards of education, do not understand or appreciate the CETA hierarchy, in which state, regional, or national offices may impose restrictions on prime sponsors or alter regulations or policy guidelines.

Fatalism - Representatives of schools and prime sponsors noted that local prime sponsors sometimes take a negative tack toward selling educators and expect to be turned down.

Jargon - Many educators do not see that CETA and education have common goals, because the terminology CETA uses differs from that which educators use.

Youth served by CETA - One CETA representative at the Conference felt that some school administrators, whatever their criticism of CETA, were actually mistrustful of the youth CETA sought to serve. CETA youth programs can represent a threat by bringing back to school the youth who have caused discipline problems. By demonstrating how CETA programs change youths' attitudes, CETA can diffuse much of this mistrust.

Role of guidance counselors - It was observed that some school administrators do not think highly of their own guidance counselors, with whom CETA prime sponsors are mandated to work in job development. (How counselors can be assisted is discussed under topic Question #2.)

How CETA Should See Its Role in Relation to Schools

School and CETA workshop participants agreed that prime sponsors should emphasize that CETA programs are not intended as a threat to the local educational establishment. The prime sponsor does not have the staff for curriculum development. It should take the role of a catalyst. One prime sponsor won the respect of its school districts by offering to help expand a career development program already developed by a respected school district in the area (Shawnee Mission, Kansas).

Several participants felt that CETA staff should make educators aware of the several CETA titles under which programs can be funded. Increased flexibility in funding arrangements is needed. For example, a school administrator from Akron, Ohio, objected to the fact that Public Service Employment funds in his area were limited to adult programs and that Title II-B (Comprehensive Employment and Training Services for the economically disadvantaged) funds were used strictly for in-school work experience programs.

While CETA representatives at Workshop J agreed that it was important to defer to the schools in educational matters, a participant in the Denver Conference noted that it was helpful to her that the youth counselors on her staff were locally-educated and thus familiar with the local school system.

Dealing With Superintendents

Workshop J participants cited the usefulness of contacting one or more superintendents favorable to CETA and having them sell YETP to other superintendents. For example, the prime sponsor from Suffolk County, New York, relied on the three superintendents from the Board of Cooperative Educational Services to overcome bad feelings between the prime sponsor and several local school districts. Because the Board also agreed to develop the curriculum and arrange for academic credit, the prime sponsor was able to show how YETP has a greater academic emphasis than former Neighborhood Youth Corps programs. In Indiana, according to the LEA presenter at the Chicago Conference, there is an assistant superintendent who has agreed to travel anywhere in the State to convince other superintendents of the merits of YETP.

An assistant superintendent from Alton, Illinois, suggested that CETA have regional superintendents call meetings to learn about the various titles and programs; in non-urban areas, he said, the problem is not bad information but lack of information. A representative of the State Board of Education in Minnesota suggested that superintendents who are on the State employment training councils and State advisory councils could have a role in providing information about YETP.

In trying to gain the cooperation of superintendents to promote YETP in their schools, Workshop J participants made the following suggestions for prime sponsors:

- Include them on the prime sponsor planning council, not only for YETP but for all CETA programs.
- Approach them first in early summer when they are not so busy, and can begin their planning for the coming year.
- Meet with them on a monthly basis to hear their complaints.

Dealing with School Boards

When superintendents are either uninterested in YETP or too busy to talk about it, an Ohio prime sponsor representative said he went directly to school boards. A participant in the San Francisco Conference finds that direct contact with school boards is important because school board opposition to CETA youth programs often occurs when the board is the last group to know about them. Another participant recommended

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diplomacy, noting that petitions to a school board are sometimes viewed as criticism. A superintendent at the Chicago Conference recommended that in petitioning the school board to get on its agenda, the prime sponsor should write to the president of the board and send a copy of the letter to the superintendent.

Using Educational Intermediaries

While superintendents and school boards ultimately approve or disapprove YETP programs in their districts, other educational entities can be instrumental in giving boards and superintendents a favorable opinion of CETA youth programs. Those that can have an effect include state departments of education, multi-district cooperatives, community-based organizations, and local teachers and counselors.

State Departments of Education - In Minnesota, a CETA-education linkage unit was funded in the State Department of Education from the "one percent CETA linkage monies" (under Ceta Section 202(d)) of the Balance-of-State prime sponsor. The unit provides services to both prime sponsors and LEAs by recommending that academic credit policy be more flexible and by encouraging local schools to work with prime sponsors. In Indiana, the State Department of Education set up linkages with the State agencies most involved with CETA. They meet on a monthly basis, and there have been no turf problems between agencies.

Multi-district cooperatives - In some states, several school districts are linked in educational cooperatives. In Fort Worth, Texas, the Education Services Center (ESC) serves five school districts. It developed its own youth employment and training program and then contacted the prime sponsor, the city of Fort Worth, for support. The Services Center became the fiscal agent and program operator for the Youth Employment and Training Programs. By going directly to the five superintendents, ESC helped to create a level of trust with each of the school districts.

Community based organizations (CBOs) - The CETA presenter at the Denver Conference said that in the rural and small town areas her program serves, CBOs are used to contact educators. She noted that these CBOs have good community ties and staff who, having taught in the schools, can make presentations about CETA programs in educational terms. A drawback of this approach, according to the presenter, is that the goals of community organizations may be different from those of the school board.

School teachers and counselors - A rural Nevada superintendent observed that even after superintendents and school boards overcome their mistrust of CETA, teachers can "bad mouth" a program and torpedo it. Teachers and counselors can feel threatened by CETA counselors who are not credentialed in the same way.

Ways to overcome teacher/counselor fears suggested by Workshop J participants include:

- distinguishing those willing to get involved from those who are indifferent or opposed;
- including the interested ones in the development of YETP programs;
- combining CETA and education funds to use only credentialed teachers and counselors already employed by the school.

2. HOW CAN WE HELP ADMINISTRATORS AND COUNSELORS TO UNDERSTAND AND SUPPORT YETP OBJECTIVES?

Workshop J participants described ways in which prime sponsor staff can portray both the overall CETA objectives and the specific youth program objectives to educators. Several examples of techniques of selling these objectives to school personnel were offered.

The CETA presenter in Seattle took the position that to get support for YETP objectives, CETA must make its prime goal the employability of youth. He cited the fact that youth represent 10 percent of the labor market but 25 percent of the total unemployed. Objectives other than employability must be kept simple and easily understood as leading to the primary goal. A CETA presenter at Kansas City recommended that educators be assured that the intent of Congress was not to "buy" temporary jobs for youth, but rather to prepare them for the world of work. Transition services increase employability skills, noted the CETA presenter at the Dallas Conference, and administrators will be more supportive when they realize that (a) such services can be made available to all students, and (b) school-based counselors can provide them.

School representatives also had recommendations for demonstrating YETP objectives. The key to school support for YETP objectives, said the LEA presenter at the Denver conference, is to encourage schools to adopt the notion that employability development is a school responsibility, specifically a responsibility of the guidance counselors. Guidance should be oriented toward helping all students to develop career and vocational objectives.

An employee of the guidance division of the Maryland State Department of Education (and formerly a CETA planner in Georgia) reported that he is involved with helping to develop guidance systems which school districts in Maryland have lacked. He has found that by and large the schools have failed to deal with employment barriers or with students' attitudes. Vocational teachers, he observed, shy away from counseling and tend to feel that vocational skills training is sufficient. By instituting a course in "Employability Development" taught by guidance counselors, the Maryland State Department of Education has been able to convince administrators of the need for personal adjustment counseling and attitude change. Vocational teachers cooperated by providing information to counselors on the skill levels of their students as well as on their behavior in class.

Another approach to involving schools in YETP was described by an education representative from the Ohio State Department of Education. She described the "Programmatic Approach to Guidance Excellence," that has been developed by the University of Illinois, and endorsed by Ohio's Department of Education. In this method, each school district forms a planning team of 25 people to develop a career guidance program for that district. The team consists of school board members, parents, employment agencies, a CETA representative, a vocational teacher, a counselor, an administrator, and member of each academic discipline in the school. The "Programmatic Approach" has 18 possible guidance goals from which local planning teams tend to select three for priorities: (1) self-concept, (2) decision-making, and (3) either interpersonal relations or developing a discipline towards work. The team then decides how the plan will be implemented -- as inservice training, as a separate course, or as part of a career center.

A presenter at the San Francisco Conference representing the CETA Balance of State prime sponsor for Nevada, cited his six-step procedure in "marketing YETP to school districts." First, Requests for Proposals (RFPs) are sent to personnel in all school districts. Those who indicate interest are brought to a meeting and told that the prime sponsor will provide technical assistance in writing the responses to the RFPs. Second, the prime sponsor goes to monthly state meetings of Nevada superintendents to brief them on CETA. Third, the prime sponsor collaborates with the State Department of Education in writing letters signed both by the State Department of Education and by the Governor's grants office, to invite educators to meetings. Fourth, local CETA success stories are publicized in newsletters to educators. Fifth, program examples published by the Departments of Labor and of Health, Education, and Welfare are sent to school districts. Sixth, informal contacts with school staff are maintained through lunches and conferences.

The following specific items were cited by Workshop J participants as methods of helping administrators and counselors understand and support YETP objectives:

- Including administrators in contract negotiations
- Including administrators and counselors on ongoing monitoring teams instead of using outsiders on an infrequent basis
- Making sure that work experience is meaningful to youth participants
- Maintaining a constant flow of information from the CETA office to the schools
- Promoting parent support by sending the families of youth participants a regular newsletter
- Promoting community support by developing a narrative slide show on successful programs
- Including job information in weekly school bulletins sent to teacher-advisors
- Assigning a youth participant to prepare a booklet on YETP to be sent to administrators and community leaders
- Arranging job sites so that youth do not miss much class time
- Including LEAs in CETA planning workshops
- Placing CETA people on as many advisory councils in the school as possible so that educators are more likely to learn of the variety of CETA funding sources
- Avoiding duplication of services with vocational education and career education by pooling funds and setting common objectives
- Relying on school counselors and teachers to identify eligible participants

Participants also recommended that schools would be more cooperative if Congress and the Department of Labor would put all CETA youth programs under a single subpart of the CETA regulations so that guidelines and report forms can be standardized.

3. HOW CAN YETP BE DESIGNED AS AN ASSET TO THE TOTAL SCHOOL PROGRAM RATHER THAN JUST ANOTHER RESPONSIBILITY?

Since many schools are faced with declining enrollments and thus a reduction in funding for regular programs, YETP programs take on added importance if they can provide extra monies to the schools. By using CETAS funds to focus on the economically disadvantaged, schools can extend their own funds to the remaining school population. The CETA presenter at the Kansas City Conference noted that, despite this "automatic benefit," many schools are reluctant to take on a YETP program because of a fear that it will be "dumped" on them, unable to be assimilated in the regular curriculum, and will cease when Federal funding stops.

Workshop J participants suggested several methods of designing programs, and of improving public relations to sell the design, that would make YETP less a school burden and more an asset.

Dropout prevention/return - A YETP program that keeps prospective dropouts in school or brings dropouts back to the school results in making more funds available for a school's regular programs, since State support is based on the number of youth enrolled. When academic credit is allowed for YETP in-school classes and work experience, a participant from Snohomish County, Washington, noted, participants are motivated to remain in school until graduation.

Benefits to non-participant students - Transition services can be provided to non-CETA eligible students as long as the CETA-eligible get first priority. Thus, a YETP program that includes transportation services and career information materials can make them available to other students in the school.

Benefits to parents and community - Where a career information center is provided, such as in the Shawnee Mission (Kansas) model, the school can make it available to parents and members of the community during the evening.

School work sites - When work experience is provided for youth participants as custodial, clerical or teacher's aides, the school benefits from CETA-funded productive work in the schools.

Integration with existing school programs - The LEA presenter at the San Francisco Conference suggested that YETP supplement existing cooperative education or work study programs. By having CETA participants enrolled in these regular school programs, graduation credits can be granted automatically, sparing the administrative burden of determining how to grant credit for a separate YETP program. In Fort Worth, Texas, the prime sponsor encourages vocational directors in each school district to recruit YETP participants for existing vocational programs, after they have completed the YETP program.

CETA responsibility for paperwork - Several Workshop J participants, prime sponsor representatives as well as LEA representatives, acknowledged that elaborate intake forms requiring parental signatures impose a paperwork burden on school counselors. Some schools do not want to do intake and eligibility verification, noted a participant at the Chicago Conference, because it makes the schools appear to be discriminating. Provided LEAs approve, said the CETA presenter at the Seattle Conference, one answer is to provide funds for the local prime sponsor to handle all government forms and evaluation. Another alternative, suggested by the LEA presenter in San Francisco, is to fund a school district employee to be solely responsible for CETA programs. That staff member would be responsible for enrollment, termination, and work-site development.

Scheduling and school facilities - Because of uncertainty of actual CETA funding until after the start of the school year in September, YETP programs that include classes and work experience during the school day can pose an administrative burden for the school when schedules have to be changed to accommodate a different number of participants than planned. Some YETP programs, like the one in Suffolk County, New York, are designed so that none of the youth are pulled out of regular classes to attend YETP classes or go to work sites.

A participant noted that in Bremerton, Washington, school districts were not asked to provide facilities for CETA programs. Instead, YETP works through a vocational skills center that serves all five schools.

A participant at the San Francisco Conference suggested that a community college may be a better setting than a high school for programs for pregnant youth or teenage parents.

4. HOW CAN WE DEVELOP THE KINDS OF INSERVICE AND PRESERVICE TRAINING PROGRAMS WHICH ARE BEST FOR TEACHERS AND COUNSELORS?

Few Workshop J participants spoke up in favor of formal, structured training programs for school personnel. However, examples of more informal methods of working with school teachers and counselors to exchange information and discuss problems were reported.

The LEA presenter at the Dallas Conference indicated that her program provides inservice development training twice a month for counselors, including lesson plans that use audio-visual materials. At these sessions, counselors are encouraged to laugh off the negative newspaper accounts of CETA and to make sure that they stay within the CETA regulations.

A participant at the San Francisco Conference suggested that each school have a full-time resident CETA specialist to whom teachers could go with questions. The CETA presenter agreed that this would be appropriate in view of the frequent changes in regulations that alter eligibility requirements and redefine acceptable transition services.

The LEA presenter in Chicago suggested that administrators and counselors, as well as teachers, be brought together at state and

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regional workshops whenever changes occur in the legislation or regulations. He also suggested presentations at meeting of educators that are held in each State in late summer.

A teacher's time is too valuable to expect him/her to participate voluntarily in preservice or inservice training, said the LEA presenter at the San Francisco Conference. Instead, CETA should (a) encourage teachers to participate with administrators in writing proposals for YETP programs, and (b) include funding for teachers to take college courses for credit.

Two participants had problems with the preservice and inservice approach. The LEA presenter at the Kansas City Conference said he did not believe the infusion method of preservice training worked. Instead, all education majors at Kansas State University take a career education course. The CETA presenter at the San Francisco Conference, representing Balance of State Nevada, said he would allow CETA money to be spent on inservice training for teachers and counselors but that no such request had yet been made.

Finally, two participants addressed the need to keep all teachers in a school abreast of YETP. Since YETP classes are often smaller and set apart from other school programs, regular teachers can become resentful. Periodic briefings help to overcome resentments. In schools where all teachers are assigned student advisees, the YETP program should send out weekly bulletins indicating job listings so that regular teachers can be kept more aware of YETP and the opportunities it provides.

WORKSHOP L

EVALUATING YETP PROGRAMS

INTRODUCTION

"Evaluation is the first step in planning," said the LEA presenter at the Denver Conference. Many workshop participants pointed out the importance of building evaluation in at the planning stage. If this is not done, warned the CETA presenter at the Chicago Conference, a program will find itself short of time, resources, or data. The process of setting performance standards at the outset: (a) enhances the planning process by forcing the program coordinator to decide what will be done and who will determine whether it is done, and (b) provides direction for program operators. It also helps to sell a program, pointed out a presenter whose profession is the evaluation of educational programs. He finds that the greater the attention to needs assessment in the planning process, the better a proposal can be sold; likewise, the more assessment of results, the better a program can be sold. However, a major problem cited by several Workshop L participants is that insufficient CETA funds are provided to do good program evaluation.

"Evaluation" of CETA youth programs has four purposes, noted the LEA presenter at the San Francisco Conference:

(1) For measurement of participant characteristics, such as aptitude;

(2) As a monitoring tool, for quick feedback to program operators;

(3) As a means to test the effectiveness of program strategies;

(4) As a means to demonstrate the impact of a program -- compared to what would have occurred had there been no program.

From comments made by participants at all the Conferences, the following generalizations emerge: Reporting criteria of the Department of Labor tend to be simple measurements (#1, above). Few youth programs include impact evaluation (#4). Many use evaluation both to monitor and improve ongoing programs (#2) and to assess the effectiveness of program strategies at the end of a year of operations (#3). The problem in such multi-purpose evaluation is that the more a program is changed in response to monitoring, the more difficult it is to test effectiveness of strategies.

A participant at the Dallas Conference was critical of the Department of Labor for initiating new youth projects before having a uniform method of program assessment. Dr. Joe Scherer, a representative of the Office of Career Education, cited Joseph Wholey, the new deputy assistant secretary of HEW, who has said that youth programs may be much better than the public realizes, since evaluations often focus on aspects outside the Congressional intent of the legislation.

DISCUSSION OF THE QUESTIONS

1. HOW CAN WE DEVELOP MEANINGFUL EVALUATIONS WHICH WILL ALSO MEET DOL'S REPORTING CRITERIA FOR CETA?

Most Workshop L participants reported few problems in meeting reporting criteria of the Department of Labor, but stated that the criteria have limited usefulness in measuring program effectiveness. The LEA representative from the Harbor City Learning Program in Baltimore claimed the prime sponsor reporting requirements form only a small part of their program evaluation: the number of credits a student has, the number of students passing the GED, and the number of positive outcomes, measured primarily as the number of job placements. The participant representing the statewide North Carolina program for dropouts noted his

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program's CETA reporting requirements, but said they were not the kind of measurements which educators felt could demonstrate effectiveness:

- enrollment and termination figures
- sex and race statistics
- referrals to other agencies
- number of jobs developed/filled
- cost per participant
- breakdown of administrative, instructional and support service costs

The Department of Labor Youth Representative for Region VI defended CETA data on youth by citing the following regional statistics for FY 78 YETP programs:

- 29,000 youth were served at a cost of $2.2 million
- 71 percent went back to school, 9 percent went into employment, and 20 percent dropped out of the program
- 48 percent were male, 52 percent female
- 63 percent were white, 33.9 percent black

Several participants gave examples of why the data required by the Department of Labor do not contribute to meaningful evaluations. The CETA presenter at the Chicago Conference conceded that poor program performance does not matter to the Department of Labor so long as some planned goals are met. The CETA presenter at the Denver Conference added, "If you develop realistic goals, and evaluate against those goals, the Department of Labor is not going to hassle you." According to the CETA presenter at the Seattle conference, "complying with DOL requirements is not enough to show whether you are having an impact" -- that is, whether having a program makes a difference.

Many workshop participants criticized the YEDPA performance standards in other ways. The LEA presenter at the Philadelphia Conference charged that Title IV standards were unclear and noted that the Youth Employment Initiatives Act of 1979, introduced as a bill in the Senate May 14, 1979, includes strict performance standards, a new mechanism to allocate funds based on those standards, and stricter eligibility requirements.

The CETA presenter at the Chicago Conference felt that early results of the YETP program would force changes in Department of Labor performance standards that are now tied to entering employment, since YETP offers primarily services and includes 14-15 year olds.

In Oakland, California, for example, the prime sponsor agreed to revise performance standards last year so that positive terminations would not stress job placement as much. This year, of the 80 percent positive termination rate in Oakland's YETP, only 20 percent is job placement, and that comes mainly from the city's out-of-school youth program.

Many LEA participants in Workshop L complained that prime sponsors emphasized employment instead of employability.

Even "successful job placement" can be meaningless for evaluation, according to the LEA presenter at the Atlanta Conference. First, Department of Labor reporting requirements do not relate to jobs as stepping stones. In fact, many jobs build on one another -- one does not just become a hotel manager; one works up to that position through other jobs. Second, the Department of Labor lacks interrelated job codes which could evaluate placements in terms of a career objective. Realistically, someone who wished to become a grocery store manager could be deemed successfully placed if he/she got a job as a stocker or clerk, even if the job were not in a grocery store.

One participant asserted that the Department of Labor presently has no device to measure the quality of a program, since Regional offices do not carry out longitudinal studies that track youth for a period after a YETP program to find out exactly what they have gained from it. The CETA presenter at the Dallas Conference noted that at the national level, the Department of Labor has begun research using longitudinal studies.*

2. HOW CAN YETP PROGRAMS DEVELOP REALISTIC STUDENT OUTCOMES OBJECTIVES?

Workshop L participants noted several barriers to the development of realistic program objectives. Project examples were cited which show how some of the barriers were overcome.

Barriers to Developing Realistic Objectives

Time constraints in program design - Programs are typically designed and implemented quickly, before information is available about the specific needs of the youth who will be served by those programs.

Compromises - In North Carolina, the initial design of a statewide program for dropouts was opposed by educators, who did not want program monies spent on youth wages and felt that public sector jobs did not provide the kind of work which would encourage a youth to return to school--their major goal. CETA staff insisted that youth be paid wages. The schools and prime sponsor compromised by allocating half the jobs in the public sector and the other half as unsubsidized jobs in the private sector.

Time constraints on program accomplishment - "Student outcomes as evaluation measures are grossly overrated," charged the LEA presenter at the Atlanta Conference, arguing that "years of financial or racial oppression cannot be overcome in a one- or two-year program." Instead, he feels that DOL "should define ten basic steps that constitute entering the socio-economic mainstream and then measure participants according to how far they have progressed." Another Atlanta participant added, "the typical two-parent family of the past, with a wage earner and a housewife, has been replaced in many areas by a single female head of household who is on welfare. Changing a welfare mentality takes a long time."

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*The Continuous Longitudinal Manpower Study gathers data that are available to regional Department of Labor offices. Reports can also be obtained from the National Office.

Targeting - Several participants expressed fears that focussing on measurable program outcomes could undercut the primary purpose of YETP--to serve the high-risk, disadvantaged youth. They maintained that if a high percentage of successful placements is stressed, program operators will focus their efforts on the youth with the fewest barriers to employment and the hard-core disadvantaged will be left unserved.

One workshop participant disagreed, however, noting that in his program "we almost set ourselves up for failure" by accepting only those students who have very low grades and are nearly truants. The prime sponsor cooperated with the school's refusal to promise any specific measures of "success."

Competition for funding - Programs that try to "outperform" others may not set realistic standards for their own clientele.

Emphasis on "outcomes" - By evaluating only outcomes, the process can be overlooked. In Michigan, the Balance of State prime sponsor stresses weekly monitoring so that program services for each enrollee can continually be improved.

Career-relevant jobs - A youth who learns from his work experience that he does not like a particular area may have learned something just as useful as the youth who likes his job.

Quality of counseling - YETP regulations state only that counseling be provided but do not address the quality of counseling. In a Wisconsin program, it was found that youth participants were going to parents for information about job opportunities rather than to school counselors. When this was realized, the program operator was instructed to keep parents informed about the program through a regular newsletter.

In-school needs - Several participants argued that programs serving in-school youth should be designed to encourage youth to remain in school, not to seek jobs. More valid measures of "success" than job placement would be (1) reduced absenteeism, (2) higher grades, and (3) attitude changes.

Lack of job opportunities - In areas where it is difficult to develop jobs for youth, measures of job placement can be misleading.

Examples of Programs Where Barriers to Setting Realistic Objectives Have Been Overcome

Harbor City Learning Program, Baltimore - The prime sponsor's contract with the public schools for operation of alternate learning centers sets specific performance standards:

- 80 percent retention rate (80 percent average daily attendance at school and work)
- A 1.0 grade level increase in reading and math each year
- Students who fall below 70 percent passing on proficiency tests must increase their performance by 20 percent
- 80 percent will get ratings of "good" or better from work site supervisors across 13 performance criteria
- 80 percent of typing students will type 25 wpm at the end of one year, 40 wpm at the end of two years
- On the State functional reading test, seniors in the program will score at least as well as juniors in trade high schools

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Yakima, Washington - The YETP program has established five objectives:

- Maintain or increase participant attendance rate in school
- Maintain job attendance
- Maintain or increase cumulative grade point average
- Improve attitudes, as indicated by 19 measures of self-esteem
- Successfully meet 90 percent of individual career exploration objectives (The addition of career exploration objectives during the program made this objective unrealistic.)

North Carolina - The statewide YETP program to return dropouts to school has found that it can re-enroll about 50 percent. By tailoring an educational program to their individual needs and by helping to find jobs if they want them, YETP has kept in school about 60 percent of the 10,000 dropouts who returned.

3. WHAT TYPE OF DATA ARE NEEDED AND HOW CAN THEY BE OBTAINED?

Workshop L participants suggested a variety of means of collecting program outcomes data based on existing evaluation models.

In Luzerne County, Pennsylvania, an in-school YETP program of career exploration through work experience is evaluated by collecting data from: work site supervisors, principals/superintendents, home school counselors, and students. A participant who is an evaluation specialist suggested that periodic evaluation be done with a checklist of items including: attendance, punctuality, grooming, attitudes, interaction of youth and supervisor, and relationship of youth and coordinator.

In West Central Wisconsin, a nine-county area of the Balance of State prime sponsor, YETP programs measure five participant characteristics: (1) self-awareness, (2) career awareness, (3) decision-making and planning, (4) preparation, and (5) placement. On entering a program, each enrollee completes a "career survey" to determine what planning for a career or further education, if any, he or she has done. Then the enrollee completes either a youth employment questionnaire that examines attitudes toward career choices or a work questionnaire that measures work attitudes. Both questionnaires are given again later, to measure changes. At the mid point of the program and again at the end, a "career education survey" is completed by both the work supervisor and the counselor, to analyze each youth's experience in the program.

In Baltimore's Harbor City Learning Program, both students and work site supervisors complete a work site assessment and compare the results.

Some participants thought that the best kind of impact evaluation is the extent of improvement in grades or in reading ability of youth who are enrolled in the program compared with those who are not. The CETA presenter at the Seattle Conference noted that one problem in using control groups is that a random process is rarely used to select YETP participants; furthermore, it is difficult to get people not involved in the program to return to take a post-test, although paying them to do so helps.

Another participant noted that long-term studies of youth employability development are sorely needed. At Ohio State University, the Parnes longitudinal manpower study has only recently added youth to its components, and results will not be available for another two to three years.*

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*The participant was wrong--youth results are available from the Parnes study. The statement and lack of exception to it may indicate a need for information on existing program evaluation studies.

The prime sponsor representative from Oakland, California, reported that case studies are a key feature of their evaluation. The monitoring staff analyzes the amount of time spent in career counseling compared to the time spent in skills training. In addition, work experience coordinators have performance standards written into their contracts, which include monthly evaluations of the youth.

The program operator in Denver reported that they try to determine which kinds of activities--classroon training, OJT, work experience--are best for particular kinds of students. Classroom instructors are interviewed and students are asked a set of questions, including: Was orientation to the program what you expected? Does the teacher spend enough time doing remedial work?

Several participants have found that standardized tests may not be appropriate to objectives and goals of specific programs. Programs may need to combine questions from several different instruments or develop their own tests.

4. TO WHAT EXTENT ARE MEASURABLE OUTCOMES NECESSARY AND REALISTIC?

Workshop L participants cited the following benefits from having measurable outcomes. The information that is gained can:

- enhance and supplement vocational guidance in the schools
- allow counselors to set up a system of accountability--what should happen to each youth, and when
- help sell the program to other LEAs
- provide program continuity -- For example, in North Carolina's statewide program for dropouts, for every 30 students brought back to a school, the state board of education provides two additional teachers in the following year of the program.

Other participants questioned the necessity or realism of "measurable outcomes" and cited examples from their projects that speak as much for insights as for outcomes.

- Even if particular jobs do not relate to career goals, most youth in one program said that learning work habits, such as getting to work on time, was helpful in career preparation.
- An analysis of student evaluations in another program revealed that where the number of students per counselor was higher, students rate all aspects of the program lower.
- While measurable outcomes are useful, programs should also allow for serendipity: something you find out that you had not foreseen.
- Outcomes differ considerably depending on whether a program serves those who need CETA most, or those who will benefit most.
- One program, seeking to measure attitudinal change, found that the five months of the program was too short a time to do so.
- Even where attitudinal change can be identified over a short period of time, programs do not tie this into behavioral change--which may not, in fact, take place. An enrollee may go off confidently to the job interview wearing no shoes!
- Measurable outcomes for a program as a whole may not reflect successes in tailoring programs to each individual enrollee.
- While a particular work site may not be career relevant, many site developers do not wish to jeopardize the loss of a site when they have few sites to choose from.

5. HOW CAN LEAs AND PRIME SPONSORS BEST WORK TOGETHER IN EVALUATING THE PROGRAM?

If LEAs and prime sponsors plan together and have common goals and objectives, said the CETA presenter at the Denver Conference, evaluating together will come automatically. Where unrealistic goals have been set, a participant added, it is difficult to get cooperation in evaluating. The key is to involve LEAs in the planning process, and to set forth evaluation procedures then.

In Luzerne County, Pennsylvania, the community college provides the transitional services to the 18 participating school districts, collects evaluations from worksite supervisors, principals, counselors and students, and writes up the final report for the prime sponsor.

In Baltimore's Harbor City Learning Program, the program operator supplies data which is validated by the prime sponsor. Evaluation takes place three times a year. Cooperation between LEA and prime sponsor is made easier because the superintendent of schools and the prime sponsor director each report directly to the mayor.

A representative of the Balance of State prime sponsor in Michigan acknowledged that LEAs were opposed to evaluating only outcomes. The prime sponsor soon realized that the process was as important as the product, and switched to weekly monitoring in order to improve the program as it was being run.

At the Chicago Conference, the LEA presenter pointed out that the most recent YETP regulations state that all work experience placements must be certified by the high school counselor as appropriate to an enrollee's "career planning." The presenter said that this requirement is the first mandated connection between LEAs and the prime sponsor and that it serves to promote cooperation in evaluating YETP programs. At the Seattle Conference, a participant suggested that the LEA could put together an impact analysis which would supplement the prime sponsor's report on terminations and planned vs. actual performance standards.

Third-party evaluation was the subject of considerable discussion. Some participants argued that a third party evaluator was preferable, particularly at the beginning of a program. The LEA presenter at the New York conference suggested the third party could establish a timetable when things were expected to take place, while people in the LEA and on prime sponsor staff were spending time establishing the program. A separate evaluator, warned a participant at the Philadelphia conference, could take responsibility away from school people and program operators. A participant in the Denver conference suggested that a third party would add questions for evaluation that program operators might overlook. In a

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Wisconsin nine-county Balance of State program, the third party evaluator was used not to monitor compliance with Department of Labor criteria, but to evaluate those things that were goals of the program operator. Several participants spoke favorably of third-party evaluation they are receiving from the Northwest Regional Laboratory.

A CETA planner from the King-Snohomish prime sponsor recommended that evaluation--and funds to pay for it--come from several parties with different interests in program results: (1) the program staff, (2) political decision-makers such as mayors or city council members, (3) LEA educators, and (4) youth who have already gone through the program. These groups should be kept involved throughout the program, with continued feedback from them.

At each Regional Conference, a representative of the Education Testing Service presented information on a new method of employability assessment, the Program for Assessing Youth Employment Skills (PAYES). The ETS assessment battery was developed out of a concern that most secondary achievement tests do not adequately assess the kinds of skills many young adults have, because those tests are written above their readibility level and contain alien or emotive words that skew the results.

YOUTH TALK BACK

At each of the 10 Regional Conferences, youth participants in YETP programs were invited to appear at a luncheon and to say a few words about their experiences. At the Philadelphia Conference, 13 students presented parts of two plays, Colored Girls and A Day of Absence, which depict the growing up problems of poor minorities.

At the other Conferences, the youth spoke individually. Their comments, presented below, corroborate many of the points made in the workshops by adults running youth job training programs. The following themes come through clearly:

- Work experience is varied.
- CETA jobs are seen as preparation for later jobs.
- Some jobs stimulate career interests, while others tie in directly with known career interests.
- Youth appreciate learning practical skills even if they are not career related.
- Youth like contact with a variety of people and are well-liked by fellow employees.
- Jobs instill responsibility, pride, and confidence.
- Some youth get hired by the company.
- Program staff provide emotional support, and the youth get close to them.
- Earning money provides a healthy financial independence from parents.
- Youth begin to appreciate the work ethic and the value of good work habits.
- There is positive learning from a job that is not liked, and youth can be switched to other jobs.

Victor. I work as a custodian at a hospital. "It's a good job and it pays good, but I could use more hours."

Shaundra. I work as a clerk at a conference center. I answer the telephone and hand out materials. "I like this job because it will help me with my future jobs, and I want to thank YETP for letting me have this job."

Larry. I work as a librarian's assistant at two different libraries. "I like to work there because I like to meet people."

Barbara. I paint buildings.

Nettie. "Thank you, YETP!"

Terry. I work at a residence for the elderly. I help feed them and give out trays. "It helps me learn about life, because sometimes they die or move to another residence."

Tiwana. I work at a hospital. Sometimes I take medicine from the pharmacy to patients. I like the contact with the patients. "YETP has helped me in recognizing this as a career."

Sylvia. I also work at a hospital. People seem to like me very much. The YETP program "teaches me a lot, and at least I know I'm responsible enough to have a job. I meet a lot of people that are varied."

Yolanda. I do typing and filing. "CETA gives the chance to get involved with the disadvantaged."

Laverne. I work at a laboratory doing tests and reading slides. I have been there eight months. Before that, I was a dental assistant and helped pull teeth. "CETA helps me with my bus fare, and we get to talk about the problems we have. It's a great program."

Diane. I work for a manufacturing company. I have been there since February 1978. I will be leaving the YETP program in September to go on the company's payroll, because my supervisor said we had been such good workers. "I think the CETA program helped me through high school and it helped me with some of the things I really needed. It's a really nice program."

Cheryl. I have been working for a year as a nurse's aide at a nursing home. I want to become a doctor, so they put me through classes to become a certified nurse's aide. "Even though I don't want to be a nurse's aide for the rest of my life, it will be nice to get certified." I know I can do something and can get a job "practically anywhere." At the nursing home, "I make beds and wash dead people," so if I can't become a doctor I'll be able to work embalming bodies. I'm being put on the payroll at the nursing home. CETA gave me support, saying "Cheryl, keep up the good work," when I felt I couldn't do it. "So now I believe I have confidence in myself and can do anything I want to do now. My career is just beginning to start." The CETA program is good "to a certain extent," but I wish it could help *all* kids, including higher income people, because all people need help getting jobs. "Young kids don't want to be dependent on their parents for every little penny. I want to be able to buy dresses and perfume myself."

Elaine. I have been working in a shipping room for a year. "People treat me great." I used to work at a boy's club with boys aged five and six. "They gave me so much trouble that they ran me away. I thought I could deal with it, but I couldn't." The CETA program is great!

Sylvia. I work as a social worker's assistant. I help clerks with case work and go to houses where there are little kids and talk to their parents. "This is a nice experience, and I'm thinking about going to class so I can become a social worker."

Beatrice. I am a teacher's assistant, and I enjoy working for the teacher. CETA is a good experience "because if you don't know what you want to do in life, you get the opportunity to learn things that you never felt you could do." Now, "I have a determined mind" that I can do whatever I want. "I enjoy my work and I enjoy the people around me who work with me, so I have no trouble."

Linda. I have been working as a teacher's aide for 18 months. I teach little kids. "It's a great experience for me," but it is not just the job itself; I see the need to get to work on time, and I have to learn how to get along with other employees. "It's preparing me for my career when I get out of school. When I get ready to go out into the world, I'll be able to deal with it." I enjoy being in the CETA program. The coordinator is "really nice." I feel proud that I got myself clothes "on my own." I plan to be a secretary, a typist or a receptionist, so I hope to be placed in a bank next time. "I'd like more of a say" in the job selected for me.

Dorothy. I work at a high school as the coordinator's assistant. CETA is a great experience because my mother doesn't work, and my earnings help our family. In my job, "I get to talk to different people from different places on the telephone, and I see new things everyday and meet different people." CETA teaches you "to work for whatever you want--you can't depend on your parents to give you everything."

Bonnie. I've been in the CETA program for two years. Last year I did timekeeping for different worksites and made sure that kids got the right pay. Now I'm a clerical aide at a grammar school. I type and answer the phone. "A lot of people have a nasty attitude on the phone, and that's not the way to be." CETA is a good program, "and I hope it continues."

Andrea. I work in a laboratory, and that's good because I want to be a lab technician. I test things and calculate and do calibrations. "I'm proud because I can keep up with all the others who have degrees, and I'm even doing better than some of them." CETA is a good program for all young people. It gives them a chance to work and "keeps them from hanging around on the streets."

Susan. I work for an exterminating company. I have been there 18 months, "and I love it." I will be leaving the job because I graduate and go on with my schooling. Even though I'm going into medicine, I've learned in this job "how to talk with different people and how the other half lives."

Evelyn. I work at a high school as an office manager. My job is answering the phone, filing and typing. The CETA program "showed me a lot of experience, and I think it should continue."

Alfreda. I have been working for 13 months in a real estate appraisal office. "My supervisor is a wonderful lady, and I get along with her better than I get along with anybody. I have a very good coordinator, and he once told me that he was my best friend." I didn't believe it when he said it, but he has become my best friend during the past four years since I met him. I'll be sorry to leave the CETA program, "but I'm glad I'll be able to get out into the world and do something better, because I'm planning to go to college."

Jeffrey. I want to go into business administration. That's my job. I supervise telephones and keep timesheets, evaluation sheets and weekly logs. "Everyone says I'm a great young man. CETA has taught me an awful lot."

Melinda. I work at a high school. I answer the phone, file, type, and make sure my supervisor signs my timesheet. "We have a lot of fun." The CETA program is good for me, because "$2.90--that's money to me! I can buy things on my own without asking my mother all the time."

SUMMARY AND CONCLUSIONS

SUMMARY OF THE WORKSHOP DISCUSSIONS

The workshops were, in effect, hearings on the state of collaboration between the CETA system and educational organizations at the state and local level. For the most part they provided accounts of success and failure, of informed judgments and misinformed opinions, of ingenious solutions to problems the legislation was intended to solve and equally ingenious evasions of the intent or letter of the law and regulations.

If the interest of the conferences was to inform and, through information, improve collaboration between CETA and the schools, there is considerable evidence that they succeeded. If the intent was also to glean information that would guide changes in federal policy, law or regulations, it is likely that the conferences did this in ways that are as effective as elaborate evaluation of project performance.

Although some issues were dealt with in almost every workshop, this summary reports on them only in the workshop in which they were scheduled. As in the abbreviated reports that follow, this summary tries not to judge between points of view but does try to pick out those which have policy implications and which have may not been noted in other examinations of CETA/LEA collaboration.

The first group of workshops tended to produce discussions that were more descriptive in nature, less productive of insights that could lead to resolution of key issues than the later groups of workshops. Possibly this was because of differences in workshop topics, or because by the time the later workshops were held, conference participants had had an opportunity to clarify their thoughts and to become more open with one another.

The workshop discussions are summarized in the next few pages, after which some conclusions are drawn.

Workshop A: Understanding LEA/CETA Agreements Under YETP

Workshop A demonstrated a need for basic understanding of how CETA operates and the ways in which CETA can deal with the schools. There was lack of understanding that stemmed from differing jargon and acronyms. Educators were generally unfamiliar with the purpose or functioning of CETA planning councils and youth councils. CETA personnel were often unfamiliar with well established programs of career education, vocational education, cooperative education and alternative education that are similar in intent to the youth programs that the CETA legislation calls for.

The topic questions of Workshop A tended to produce anecdotal responses that did not fit a pattern nor lead to resolution of fundamental issues. There was little discussion, for example, of the ways that CETA sponsors could, by the terms of an agreement, hold LEAs accountable for educational features intended by the CETA legislation. The discussion did not reach the level of detail that would raise issues of agreement on individual educational plans for YETP participants nor on work assignments that the schools could testify complement the overall curriculum of a student. Nor was there much evidence that the LEAs saw the CETA/LEA agreement as a means by which to hold a prime sponsor accountable for the planning and oversight of a youth council having broad-based community representation that includes educators who have concern for the overall education of young people.

Workshop B: YETP, The Private Sector and Community Based Organizations (CBOs)

Community-Based Organizations

The workshop presenters emphasized the ways in which community-based organizations (CBOs) can help a school district or CETA prime sponsor provide educational alternatives that the schools cannot offer or do not wish to offer. A number of participants agreed that alternatives were needed and that CBOs might help, but in the discussions that followed, these opinions stood out:

- CBOs can help with programs for dropouts, but for in-school youth, CBOs are often viewed as competing with the schools and duplicating their efforts.
- The business community prefers to work with the schools rather then CBOs because the schools have greater continuity and standing.
- Some participants disagreed that CBOs are less well regarded, citing the YMCA and the Philadelphia Federation of Settlements as examples of organizations that have community respect and whose resources can be drawn upon by the schools, --organizations that can, by virture of funding from a variety of sources, develop educational alternatives that are more responsive to the needs of youths who have done poorly in school.

The Private Sector

- The workshop participants spoke of the importance an employer gives to employee attitudes. Some recommend placement only for students with positive attitudes for fear of losing an employer's cooperation, but others spoke of "excess screening" that discourages applicants.
- Private Industry Councils and unions are best for lining up jobs in big business, the Chamber of Commerce is best for middle sized firms, and community-based organizations are well-suited to approach small firms and retail establishments.

- Many employers lack confidence in CETA or State Employment Service referrals. Employers will work with the schools, usually on a personal basis, in placing students, even though the arrangements often lead to competition between school-based programs for job slots.

Workshop C&H: Authority and Responsibility in LEA/Prime Sponsors Agreements

The workshop discussions dealt more with the things on which LEAs and prime sponsors tend to agree or disagree and on the procedures for entering into an agreement than they did on what the substance of a written agreement ought to be. Participants reported a need for common definition of terms, for a greater familarity with law, regulations, and contracting procedures, for in-service training of personnel, for simplified recordkeeping and reporting, for a better match between the timing of federal funding and the school year, and for greater interchange between the boards, councils and other policy makers of the CETA and educational organizations.

Workshop D: Prime Sponsors and LEA: Differences in Philosophy and Goals

There tended to be an understanding of the differences between CETA and the schools, summed up by one workshop participant in these words:

> The role of the high school is to prepare all its students to function in society; the focus is on the high school degree obtained through academic classroom training. The role of CETA is to prepare economically disadvantaged youth, both in and out of school, for future unsubsidized employment; the focus is on survival skills obtained through work experience and special training. Educators are more interested in long-term results, CETA with immediate job placement.

Some LEA participants, objecting to the stress on differences with CETA, pointed to their own internal problems and to variations among schools in the emphasis placed on career education, on vocational education, and on traditional academic programs. Some suggested that schools and prime sponsors differ less in philosophy and goals than in political orientation and organizational procedures.

Participants agreed that differences in philosophy and goals tend to be aggravated by procedural differences and by last-minute planning. The schools complained of too little time to develop the proposals requested by the prime sponsors, too little time to design programs that meet YETP criteria, and too little time to adjust school schedules to the needs of YETP participants. Arrangements have to be made informally, counting on good faith that is made uncertain by frequent turnover of prime sponsor staff.

Workshop E: Serving Special Populations Under YETP

The workshop participants were in general agreement that the needs of "special populations" should have priority in YETP programs, but participants extended the categories beyond those suggested in the workshop agenda. "Special Populations," they agreed, could include:

- the physically or mentally handicapped
- dropouts
- juvenile offenders
- exceptional youth
- needy youth who are not disadvantaged
- youth who face special barriers to employment, including:
    - students in high risk of dropping out
    - socially disadvantaged youth
    - educationally disadvantaged youth
    - youth with "poor attitudes"
    - pregnant youth and unwed mothers
    - ethnic minority youth
    - limited-English-speaking youth

- Native Americans
- disabled veterans

Participants noted that "barriers to employment" is so vague a term as to make uncertain what services can be offered to whom. Others reported that YETP funds have been used to alleviate some of the financial burden imposed by P.L. 94-142, The Education of All Handicapped Children Act of 1975.

Participants disagreed on whether the special populations should be in programs by themselves or mixed with others. They raised the same issues covered in the discussion of "targeting" reported in Workshop D. They reported, in addition that:

- School and prime sponsor efforts to develop in-school programs for dropouts have not been effective. Dropouts do not want to return to a structured school setting, particularly that of the school they left. School principals and counselors do not want the return of dropouts who were the source of discipline problems. (There was marked disagreement on this issue, particularly where there were alternative programs for dropouts.)
- Employers are less inclined to hire youth from special populations. Juvenile offenders and the handicapped were cited as populations for which this is particularly true.
- Optimum age for YETP enrollment could not be agreed upon; some argued that high school juniors and seniors should have priority since many would otherwise enter the work force ill prepared, while others favored help for younger students so as to develop motivation for career preparation.
- Eligibility based on family income seemed particularly unfair when applied to handicapped youth. For juvenile offenders, it appeared to be a restriction that could be overcome by considering them "wards of the state."
- The minimum wage is too high for handicapped youth; they should start lower and receive raises based upon job performance.
- Handicapped youth need more supervision, often more than a school can provide.

- Vocational education departments have non-handicapped students waiting for jobs and are reluctant to favor the handicapped, particularly when the need for additional supervision disrupts other class members.

- There are successful alternative programs for teenage parents, for youth with language barriers, and for youth with family problems.

Workshop F: Resolving Fiscal Year Differences Between LEAs and CETA

The design and management of in-school Youth Employment and Training Programs is hampered by differences between the school calendar and the timing of Congressional appropriations and Department of Labor allocations. A school frequently does not receive its grant until after classes have begun in the fall--that is, after schedules are fixed and students are assigned and long after teachers and counselors have been hired and assigned. Typical of the problems that this causes and the solutions that have been worked out are the following:

- CETA projects are treated as add-ons to regular school programs. Regular teachers and counselors take on an extra load and are paid overtime. Students participate as time permits, during study hall periods or after school.

- The CETA prime sponsor enters into a multi-year agreement with a school district contingent upon the level of the Federal grant. The prime sponsor may ask, as in Boston, that the school district submit a proposal that lists programs in order of priority with the understanding that as many will be funded as the prime sponsor's allocation will permit.

- A long-term contract between CETA and the schools is seen in San Francisco as taking much of the politics out of CETA funding. Long-term understandings are seen in Chicago, however, as a way of excluding competition by alternative educational agencies.

- Competitive bidding by individual schools or community-based organizations is seldom practiced since neither the Prime Sponsor nor a school district can make awards until after the allocation level is known, usually after school has begun.

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- In some states, the State Department of Public Instruction and the State Board of Vocational and Technical Education provide funds to school districts in advance of the CETA allocation. They do so on the strength of an agreement with the Balance of State Prime Sponsor whereby CETA funds will support the State five year plan for vocational education and its three year plan for career education.

- In some instances, the mismatch between school calendars and the allocation of funds appears to favor the creation of alternative educational centers, both for dropouts and for students enrolled in regular school programs. Students may enroll in these centers at any time, may enter auxiliary school programs or GED programs, may graduate, or move to other programs at any time.

- By arbitrarily limiting program overhead to 20 percent, some schools report that program quality suffers or they are obliged to do things that are contrary to the intent or the letter of law.

- Many CETA youth programs normally overstate their budgets, then underspend in the regular school year or during the summer so as to have carryover funds for the fall. Some, however, report conflicts in policy between the Employment and Training Division and the Audit Division of the Department of Labor as to whether this practice is allowable.

Workshop G: Work Sites and Work Site Supervision for YETP

Workshop G participants questioned the feasibility of matching an individual's interests with opportunities for learning at a worksite. Not only is it hard to do, but few youth have a clear sense of career goals. YETP programs, they said, are aimed primarily at dropout prevention or at teaching work attitudes. Positive work attitudes, they tended to agree, are more important than interests, basic skills, or work skills.

Participants stressed the importance of combining work experience with transition-to-work services, the importance of reflecting upon experience, of assessing what has been learned from it, of what might have been learned, and of what to look for in the next work assignment. They tended to agree that private sector work assignments are less frequently make-work and are more frequently well-supervised than public sector work experience. They thought that supervisors who expected too little of youth could have a negative effect on attitudes and interests and that public sector work site supervisors often take on more youth than they can handle.

Although some school coordinators make frequent visits to job sites, many workshop participants emphasized the need to protect a supervisor from intrusion and a need, if the supervisor's good will is to be maintained, to defer to his or her judgment on matters of hire and fire. Most participants recommended that a supervisor be given an advance report on a student's work history and academic performance but were divided on reporting family status, "psychological profiles," and the like. They encouraged the development of a closeness of the kind that occurs when a supervisor becomes friend, mentor and model.

Workshop I and K: Fitting YETP Into the Education System

The workshops were expected to deal with the ways that CETA Youth Employment Training programs could tie in with school programs for basic skills training and for career and vocational education; how YETP could fit into the regular school day; and what would happen to the YETP program if Federal funding were to stop.

There were reports--Boston, and King-Snohomish, Washington, are examples--that work experience is not well tied in with the school day; even so, if CETA funding stops, school system money would be used to carry on some of the programs, with participants expected to find work experience sites in the private sector.

Several school systems report that they have benefited from tying YETP to career education (Sacramento, California; Beloit, Wisconsin; Central Texas; and Rockland County, New York) or have decided, based upon their YETP experience, to make this connection (DeKalb County, Georgia). But they report that if CETA funding for subsidized work experience and transportation were to stop, so would these aspects of their programs.

Several projects reported that YETP supplements their remedial programs for language and mathematics and some reported that they need such help because the basic skills of their YETP students are too low to get a job. Others thought that there were insufficient CETA funds for basic skills training or that there is not enough time for such training before graduation.

Several projects report that rather than attempt to fit YETP into the school day, they have established separate learning centers where dropouts and high school students can work out a curriculum that complements work experience and can be scheduled to fit in with it.

Workshop J: Selling YETP to Educators

Workshop J participants focused largely on reasons for educators' mistrust of CETA. There was an effort to dispel the idea that CETA was transitory, unduly subject to political whim, supportive of make-work income transfer, preemptive in seeking to change the education of poor youth, insensitive to the problems of the schools, and unappreciative of school achievements. There was also an effort to explain that CETA law, regulations, the role of Regional Department of Labor offices and vulnerability to politics at the national and local level gave substance to charges of this kind. Workshop participants described methods of involving educators in planning councils and regional meetings, how school superintendents were won over and how forerunner superintendents were called upon to help pursuade their colleagues. They told of success in approaching school boards and ways to draw upon the linkage funds of the State Department of Education.

Both school and CETA participants tended to agree that CETA-funded Youth Employment and Training Programs should be promoted on the basis of the benefits they bring to the schools. They cited these benefits:

- Transition services can be provided to students not eligible for CETA subsidized work experience--e.g. transportation, career information materials, a career center that is available to parents and other adults.
- CETA work experience pay keeps prospective dropouts in school and lures dropouts back, both of which increase a school's allocation of state funding based upon the number of students enrolled.
- By using CETA funds to focus on the economically disadvantaged, schools can extend their own funds to the remaining school population.
- The schools benefit when students receive CETA pay for in-school custodial or clerical work or for service as teacher aides.
- CETA funds can supplement existing cooperative education or work study programs.
- CETA youth programs provide a screening device for entry to existing vocational education programs.
- The CETA prime sponsor can take responsibility for determining which students are eligible according to family income and thereby avoid the appearance that the schools are discriminating on the basis of income.
- CETA activities can be scheduled after the regular school day so that none of the youth are pulled out of regular classes to attend YETP classes or go to work sites.
- Few workshop participants spoke of the need for special in-service training for teachers or counselors in YETP programs but several described special sessions to discuss both changes in the law and regulations and also problems in operating programs.

Workshop L: Evaluating YETP Programs

Many Workshop L participants saw evaluation primarily as a means to monitor programs and to assess their strategies at the end of a year;

few saw it as a way to demonstrate the impact of a program. Some were critical of the Department of Labor for initiating new youth programs before having a uniform assessment procedure; others objected to the use of comprehensive participant test batteries that the Department recommended.

Many participants expressed dissatisfaction with CETA reporting requirements because they fail to measure certain aspects of program success and often have an adverse affect on efforts to achieve program goals. They thought that CETA's pressure for "positive terminations" discourages enrollment of youth with the most severe problems and that preparation for a job often conflicts with preparation for a career. Some cited a preference for measures such as reduced absenteeism, higher grades, and attitude changes.

Participants were, for the most part, unaware of the many studies, including longitudinal studies, that the Department of Labor has sponsored for the evaluation of training programs, and thus were also unaware of the implications that these studies have for the design of their programs.

CONCLUSIONS

These 10 regional conferences, in conjunction with the 15 mini-conferences for CETA personnel and their LEA counterparts, the 48 state survey of CETA/LEA agreements, and the nine site visits to CETA/LEA projects provide some clear insights into the progress that has been made and the problems that remain in achieving collaboration between CETA and the schools.

One difference between the priorities of schools and CETA stands out. CETA favors the concentration of funds on poor youths in their late teens who have not done well in school; the schools favor preventive measures, such as career education that will benefit all youths.

Collaboration has often resulted in compromise that involves the use to the fullest extent that CETA laws and regulations permit of CETA funds to provide all youth, regardless of family income, with counseling; occupational and education and training information; placement services; job referral information; and help to overcome job related sex stereotyping. The effect of such compromise is to increase the number of youth who can benefit from what has been learned from career education and from CETA employment and training programs. However, the wider distribution of services can also reduce the number of poor youth who receive employment subsidies or reduce the resources available to individual participants. This approach also diminishes the opportunity for schools to offer a comprehensive alternative, a kind of second chance for many poor youth whose prospects are otherwise quite bleak.

Most of the programs that have been created through CETA/LEA collaboration and compromise are consistent with the intent and letter of the law. They include:

- Programs that complement and are a natural extension of well established career education programs.
- Alternative education programs that draw upon the combined resources of CETA and the state and local educational agencies. Programs, such as Utah's Skills Center, are attracting dropouts and regular students who are on the verge of dropping out. They apparently succeed in targeting funds on the poor without the ill effects that are often thought to be associated with segregation according to family income.
- Programs that combine work experience with transition-to-work services in ways that stress the importance of reflecting upon the experience, assessing what has been learned from it, and what to look for in the next job.
- Programs that have developed supervisor training that involves efforts to assure their participation in an overall educational program for each participant.
- YETP programs that supplement school-based remedial programs for the basic skills.

But, some of the programs have elements which, in the name of collaboration, contravene the intent of the law and appear, in some instances, to be unlawful:

- Some schools, apparently with CETA approval, use CETA funds to replace state and local funds for the educational programs and supportive services they normally provide to poor youths. The schools then reallocate their state and local funds to programs for all youths.

- Some CETA prime sponsors and school systems have entered into multi-year arrangements which have the effect of making it hard for community-based organizations to compete with the schools for the provision of training or work experience components. Although the long term agreements are often intended to provide a solution to problems stemming from late or uncertain funding from CETA, they may also inhibit the participation of community-based organizations as intended by the law. They need not do so if, in the understanding between the prime sponsor with the LEA, it is agreed that the LEA will subcontract with community based organizations where time permits and where this can be done to good effect.

- Because of late or uncertain funding, CETA prime sponsors approve YETP in-school programs that rely upon regular teachers and counselors taking on over-time responsibilities or they approve programs that take place entirely after school hours so as not to disrupt classroom scheduling. To assign additional responsibility to teachers and counselors who often are already overloaded reduces the likelihood that YETP programs will include the new and demanding counseling and work supervision features that the Youth Act calls for. This approach reduces the chances that these programs can demonstrate success and earn a place in the school curriculum that is not totally dependent on CETA funding. Advance CETA funding, at least for in-school programs, seems clearly necessary if the intent of the Act is to be carried out, and if it is to be carried out efficiently.

- The schools and CETA prime sponsors have generally reached agreement on procedures for the award of academic credit, but no generally accepted procedure has emerged. Usually work experience and the educational services that relate to it are considered as vocational in nature, seldom as offering a different means for learning the core subjects of schooling--English, mathematics, and social studies. Noticeable exceptions are the Experience Based Career Education programs which have developed core subject syllabuses that complement and draw upon work experience. These appear to stimulate progress in the core subjects that is as great as would have been achieved if their participants had continued with their regular school curricula.

- There was seldom evidence that local educational agencies and CETA prime sponsors have entered into agreements in which the schools give assurances that they will certify that work experience is an appropriate component of the overall education programs for each youth as well as certify that the jobs provided are relevant to the educational and career goals of participating youth--as called for in sections 436(c)(4) and (6) of the Act. Where these issues were discussed, it was mostly to emphasize the difficulty of matching work experience to the educational and career goals of youth who have not yet developed them. There was little discussion of overall educational programs for each youth, apparently because these are beyond the means of the counseling services available to these programs. The impression gained from these discussions is that the CETA/LEA agreements seldom abide by section 436(c)(3) which requires assurances that funds will be made available to the schools and used by them to pay for the counseling and other services that are needed in order to certify that work experience and jobs are appropriate components of an overall educational program for each youth.

- There appears to be frequent agreement between CETA prime sponsors and the schools that, because CETA funds are insufficient to reach all poor youth who need a second chance, monies should be concentrated on the youth most in need--on the handicapped or on teenage parents, for example. But, while collaboration of this kind delivers services to teenagers who clearly need it, it does little to address the principal objective of this Demonstration Projects Act--that is to determine whether the schools and CETA, acting together, can provide comprehensive educational alternatives for all poor youth.

LESSONS LEARNED FROM PARTICIPANTS IN THE 15 YETP/CAREER EDUCATION MINI-CONFERENCES

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INTRODUCTION

AT FIRST BLUSH, TO MAKE A SPEECH AT THE END OF A SOLUTION-ORIENTED WORKING CONFERENCE SUCH AS THIS MAKES ABOUT AS MUCH SENSE AS WATERING ONE'S LAWN IMMEDIATELY AFTER A HEAVY RAIN. FURTHER REFLECTION, HOWEVER, MIGHT LEAD ONE TO CONCLUDE THAT THERE IS SOME POSSIBLE POINT IN CONSIDERING SOME BROAD GENERALIZATIONS GROWING OUT OF THE SPECIFIC ISSUES, PROBLEMS, AND CONCERNS THAT HAVE BEEN UNDER DISCUSSION. I WANT TO ATTEMPT TO STATE HERE THE BROAD-BRUSH GENERALIZATIONS THAT I GAINED FROM CONDUCTING THE 15 MINI-CONFERENCES FROM WHICH THIS CONFERENCE PROGRAM HAS BEEN GENERATED. I THINK THEY HAVE SERIOUS IMPLICATIONS FOR THE "WHERE DO WE GO FROM HERE?" QUESTION EACH OF US HOPEFULLY NOW FACES.

THESE REMARKS ARE DIVIDED INTO THREE PARTS. FIRST, I WANT TO PRESENT SOME GENERAL OBSERVATIONS REGARDING THE CONSTRUCTION AND OPERATION OF LEA/PRIME SPONSOR AGREEMENTS THAT THE 135 PARTICIPANTS IN THESE 15 MINI-CONFERENCE CONVINCED ME REPRESENT THE TRUTH. SECOND, I WANT TO COMMENT BRIEFLY ON WHAT NOW SEEM TO ME THE MAJOR PROBLEMS STILL TO BE SOLVED IN BRINGING A QUALITY EMPHASIS TO LEA/PRIME SPONSOR AGREEMENTS ON A NATIONAL BASIS. FINALLY, I WANT TO CONCLUDE BY SUMMARIZING WHAT, TO ME, NOW REPRESENTS MAJOR CHALLENGES FOR CHANGE FACING BOTH LEAs AND CETA PRIME SPONSORS IN THEIR ATTEMPTS TO WORK BETTER TOGETHER.

Remarks prepared for presentation at the 10 regional conferences on YETP AND CAREER EDUCATION held during the period June-August, 1979.

WHILE I WANT TO GRATEFULLY ACKNOWLEDGE THE TREMENDOUS HELPFULNESS OF EACH MINI-CONFERENCE PARTICIPANT IN SUPPLYING ME WITH INPUT FOR THESE GENERALIZATIONS, I WANT SIMULTANEOUSLY TO ABSOLVE EACH FROM ANY DIRECT ACCOUNTABILITY FOR WHAT I SAY. IF I FAILED TO LISTEN AS WELL AS I SHOULD, THE FAULT IS MINE, NOT THEIRS.

LEA/PRIME SPONSOR AGREEMENTS UNDER YETP; GENERAL OBSERVATIONS

THIS PRESENTATION PROPERLY BEGINS WITH A SERIES OF OPTIMISTIC OBSERVATIONS PROVIDED ME BY THE ACTIONS OF THESE MINI-CONFERENCE PARTICIPANTS. I GIVE THEM TO YOU HERE UNDER AN ASSUMPTION THAT AN OBSERVATION DOESN'T NECESSARILY HAVE TO REPRESENT A DEEP SENSE OF WISDOM IN ORDER TO BE CONSIDERED IMPORTANT. OPERATIONAL WISDOM IS FULLY AS IMPORTANT AS PHILOSOPHICAL WISDOM, IT SEEMS TO ME.

FIRST, I AM MORE CONVINCED THAN EVER THAT LISTENING TO THE ISSUES, PROBLEMS, AND CONCERNS OF PRACTITIONERS IS THE BEST OF ALL POSSIBLE BASES FOR REVISING AND REFINING NATIONAL POLICIES - INCLUDING LAWS, RULES, AND REGULATIONS. PRACTITIONERS ARE THE REAL EXPERTS IN DISCOVERING THE LOOPHOLES, THE INCONSISTENCIES, AND THE WEAKNESSES OF THE LAWS THEY ARE CHARGED WITH IMPLEMENTING. IF THIS PROJECT ACCOMPLISHES NOTHING MORE, IT WILL HAVE BEEN WORTHWHILE, IN MY OPINION, IF IT SERVES TO ILLUSTRATE TO FEDERAL POLICYMAKERS THE IMPORTANCE - AND THE ESSENTIALNESS - OF LISTENING TO AND LEARNING FROM PRACTITIONERS. NOTHING COULD BE MORE IMPORTANT.

SECOND, THESE MINI-CONFERENCES HAVE CONVINCED ME THAT, IF A PROBLEM CAN BE IDENTIFIED, PRACTITIONERS EXIST SOMEWHERE WHO ARE FINDING INNOVATIVE AND CREATIVE WAYS OF SOLVING IT. OF THE 514 ISSUES RAISED BY THESE MINI-CONFERENCE PARTICIPANTS, I FOUND NONE THAT THEY COULD NOT DISCUSS CONSTRUCTIVELY FROM A SOLUTION STANDPOINT. SOMEONE COULD ALWAYS BE FOUND WHO HAD FOUND A WAY OF DEALING CONSTRUCTIVELY WITH THE PROBLEM EXPRESSED. INVARIABLY, WHEN THE PARTICIPANTS "BRAINSTORMED" A PROBLEM, THEY CAME UP WITH A NUMBER OF ADDITIONAL SOLUTIONS THAT COULD BE EFFECTIVELY APPLIED. AS OF NOW, I NO LONGER BELIEVE THERE ARE ANY PROBLEMS WITH RESPECT TO LEA/PRIME SPONSOR AGREEMENTS THAT DEFY WORKABLE SOLUTIONS SATISFACTORY TO

ALL PARTIES CONCERNED. THIS INCLUDES PROBLEMS RELATED TO THE FISCAL YEAR DIFFERENCES, TO THE "RED TAPE" PROBLEM, TO PROBLEMS OF ACADEMIC CREDIT, AND TO ANY OTHERS THAT COULD BE NAMED.

THIRD, I AM NOW CONVINCED THAT THE "COMMUNICATION PROBLEM," MENTIONED SO FREQUENTLY IN THESE MINI-CONFERENCES, IS ONE OF THE EASIEST TO SOLVE. ALL THAT IS INVOLVED IS A WILLINGNESS, ON THE PART OF PERSONS REPRESENTING BOTH THE LEA AND THE PRIME SPONSOR, TO TAKE THE TIME NECESSARY TO LISTEN AND LEARN FROM EACH OTHER. I KNOW THIS IS TRUE BECAUSE WE ILLUSTRATED IT IN EACH OF THESE 15 MINI-CONFERENCES. TRUE, SOME WORDS - SUCH AS "OJT," "WORK EXPERIENCE," AND "ACADEMIC CREDIT" DIDN'T INITIALLY MEAN THE SAME THING TO LEA PERSONS AS THEY MEANT TO PRIME SPONSOR REPRESENTATIVES, BUT THAT PROVED TO BE NO MAJOR PROBLEM. WHEN BOTH ARE WILLING TO LEARN TOGETHER FROM EACH OTHER, THE COMMUNICATION PROBLEM DISAPPEARS. THE KEY INGREDIENTS INVOLVED ARE TRUST, RESPECT, AND TIME. EACH OF US HAD THE POWER TO MAKE THESE INGREDIENTS AVAILABLE.

FOURTH, I AM FIRMLY CONVINCED THAT THE INNOVATIVE, CREATIVE THINKERS NEEDED TO MAKE FOR SUCCESSFUL IMPLEMENTATION OF LEA/PRIME SPONSOR AGREEMENTS AT THE LOCAL COMMUNITY LEVEL DON'T ALL LIVE IN URBAN AREAS. WE HAVE MUCH TO LEARN FROM THOSE IN RURAL AMERICA WHERE BUREAUCRATIC CONSTRAINTS DON'T EXIST TO STIFLE CREATIVITY. I WOULD DEFY ANYONE TO FIND A MORE INNOVATIVE WAY TO CONCENTRATE A YETP EFFORT ON ECONOMICALLY DISADVANTAGED YOUTH AND STILL MEET THE SCHOOL BOARD'S REQUIREMENT THAT YETP BENEFIT ALL STUDENTS THAN DID LADDIE LIVINGSTON IN RURAL DELTA COUNTY, COLORADO. SIMILARLY, I WOULD COMPARE THE "CAREER EMPLOYMENT EXPERIENCES" OF LINDA PHELPS IN RUSSELL COUNTY, KENTUCKY, WITH ANY OTHER I HAVE SEEN IN TERMS OF THE EXEMPLARY WAY IT MEETS BOTH THE LETTER AND THE SPIRIT OF THE YETP LEGISLATION. WE WOULD ALL DO BETTER IF WE LISTENED TO THOSE FROM BOTH RURAL AND URBAN AMERICA MORE.

FIFTH, I AM NOW CONVINCED THAT THERE EXISTS NO BASIC INCOMPATIBILITY BETWEEN CETA'S EXPRESSED CONCERN FOR THE ECONOMICALLY DISADVANTAGED AND THE PROFESSIONAL EDUCATOR'S CONCERN FOR ALL YOUTH. OUR MINI-CONFERENCE

PARTICIPANTS PROVIDED ME WITH EXAMPLE AFTER EXAMPLE OF WAYS IN WHICH SPECIAL PROVISIONS AIMED AT PROVIDING CAREER INFORMATION FOR ECONOMICALLY DISADVANTAGED COULD ALSO BE MADE AVAILABLE, AT MINIMUM COST TO THE LEA, FOR ALL SECONDARY SCHOOL AGE YOUTH. FURTHER, AS THEY DISCUSSED PROBLEMS CONCERNED IN HELPING PROVIDE ADEQUATE CAREER DEVELOPMENT ASSISTANCE FOR ECONOMICALLY DISADVANTAGED YOUTH, IT WAS OBVIOUS THAT THIS SAME KNOWLEDGE COULD WELL BE USED BY LEAs IN THEIR ATTEMPTS TO PROVIDE MORE EFFECTIVE CAREER DEVELOPMENT SERVICES FOR ALL YOUTH. BEYOND THIS, THE NUMBER OF LEAs TAKING ADVANTAGE OF THE SPECIAL YETP PROVISIONS ALLOWING FOR UP TO 10% OF YETP FUNDS TO BE SPENT IN EFFORTS FOR ALL YOUTH REGARDLESS OF SOCIOECONOMIC CONDITIONS AND THE EVEN FAR GREATER NUMBER TAKING ADVANTAGE OF YETP PROVISIONS THAT ALLOW LIMITED "TRANSITION SERVICES" FOR ALL YOUTH ALSO MADE IT CLEAR THAT THERE SHOULD BE NO INCOMPATIBILITY ON THIS POINT BETWEEN PRIME SPONSORS AND LOCAL SCHOOL DISTRICTS.

FINALLY, I HAVE LEARNED FROM THESE MINI-CONFERENCE PARTICIPANTS THAT THERE APPEARS TO BE NO DISCERNABLE DIFFERENCES BETWEEN LOCAL SCHOOL DISTRICT PERSONS AND PERSONS REPRESENTING PRIME SPONSORS IN TERMS OF THEIR CONCERNS FOR SERVING YOUTH'S NEED FOR EMPLOYABILITY SKILLS. THE OBVIOUS CONFLICTS THAT ARISE BETWEEN AN EMPHASIS ON "EMPLOYMENT" VERSUS "EMPLOYABILITY" IN OTHER KINDS OF PRIME SPONSOR/LEA RELATIONSHIPS DOES NOT SEEM TO BE PRESENT WHEN YETP IS CONSIDERED. WHILE OBVIOUS PROBLEMS STILL EXIST IN TERMS OF DOL REPORTING REQUIREMENTS, THESE PROBLEMS DO NOT APPEAR TO EXTEND TO WORKING RELATIONSHIPS BETWEEN PRIME SPONSOR REPRESENTATIVES AND LOCAL EDUCATORS WITH RESPECT TO YETP. BOTH SEEM GENERALLY TO AGREE THAT THE PRIME AND OVER-RIDING PURPOSE OF YETP LIES IN THE DOMAIN OF PROVIDING YOUTH WITH GENERAL EMPLOYABILITY SKILLS THAT WILL ENABLE THEM TO BECOME PRODUCTIVE PARTICIPANTS IN THE OCCUPATIONAL SOCIETY.

WITH THIS SET OF GENERALLY OPTIMISTIC OBSERVATIONS, LET ME NOW TURN TO WHAT APPEARS TO ME TO REPRESENT THE GREATEST PROBLEMS YET REMAINING WITH RESPECT TO YETP.

PROBLEMS YET TO BE RESOLVED IN YETP IMPLEMENTATION EFFORTS

I EMPHASIZED EARLIER THAT NO YETP PROBLEMS EXIST WHICH ARE NOT NOW BEING SOLVED, TO SOME EXTENT, IN ACTUAL PRACTICE. KEEPING THIS GENERALIZATION IN MIND, IT NOW SEEMS APPROPRIATE TO DISCUSS BRIEFLY THREE OF THE MAJOR PROBLEMS WHICH, WHILE SOLVED IN SOME COMMUNITIES, ARE YET TO BE FULLY COMPREHENDED - LET ALONE SOLVED - IN MANY OTHERS.

THE FIRST PROBLEM CENTERS AROUND THE SPECIAL PROVISIONS FOUND IN YETP WITH RESPECT TO THE WORK EXPERIENCE ASPECT OF "CAREER EMPLOYMENT EXPERIENCES" FOR IN-SCHOOL YOUTH. SECTION 680.7 (LOCAL EDUCATIONAL AGENCY AGREEMENTS), PART (D) OF THE CETA RULES AND REGULATIONS UNDER TITLE IV, PART A REQUIRES AMONG "ADDITIONAL PROVISIONS," THE FOLLOWING:

> "(1) ASSURANCES THAT PARTICIPATING YOUTH WILL BE PROVIDED CONSTRUCTIVE WORK EXPERIENCE, WHICH WILL IMPROVE THEIR ABILITY TO MAKE CAREER DECISIONS AND WHICH WILL PROVIDE THEM WITH BASIC WORK SKILLS NEEDED FOR REGULAR EMPLOYMENT OF SELF-EMPLOYMENT;" (UNDERLINE ADDED)
>
> "(3) ASSURANCES THAT JOBS PROVIDED UNDER THIS PROGRAM WILL BE CERTIFIED BY THE PARTICIPATING EDUCATIONAL AGENCY OR INSTITUTION AS RELEVANT TO THE EDUCATIONAL AND CAREER GOALS OF THE PARTICIPATING YOUTH"
>
> "(5) AN ASSURANCE THAT CAREER EMPLOYMENT EXPERIENCE OPPORTUNITIES PROVIDED WILL BE CERTIFIED BY A SCHOOL-BASED COUNSELOR AS BEING RELEVANT TO THE CAREER AND EDUCATIONAL PROGRAM FOR THE YOUTH BEING PROVIDED THOSE OPPORTUNITIES."

THERE APPEARS TO BE NO GREAT PROBLEM FOR THOSE YETP YOUTH WHO ARE ENROLLED IN A SECONDARY SCHOOL VOCATIONAL EDUCATION PROGRAM. THE WORK EXPERIENCE PORTION OF "CAREER EMPLOYMENT EXPERIENCES," FOR SUCH YOUTH, SEEMS TYPICALLY TO BE TIED TO THE WORK-STUDY PORTION OF THE LEA'S VOCATIONAL EDUCATION OFFERINGS. SO LONG AS IT IS IN THE SAME AREA AS THE GENERAL OCCUPATIONAL FIELD FOR WHICH THE STUDENT IS PREPARING, ALL THREE OF THESE SPECIAL ASSURANCES CAN BE MET WITH LITTLE DIFFICULTY.

THE PROBLEM APPEARS WHEN ONE RECOGNIZES THAT NOT NEARLY ALL YETP ELIGIBLE YOUTH ARE ENROLLED - OR WANT TO ENROLL - IN VOCATIONAL EDUCATION. FURTHER, MANY OF THESE YOUTH, PRIOR TO THEIR YETP PARTICIPATION, HAVE MADE NO CLEAR CAREER CHOICES. OUR MINI-CONFERENCE PARTICIPANTS REPORTED TO US THAT THEY HAVE DISCOVERED MANY YETP ELIGIBLE YOUTH WHO, WHILE SEVERLY ECONOMICALLY DISADVANTAGED, ARE INTELLECTUALLY GIFTED AND TALENTED. WHILE THEY HAVE MADE NO CLEAR CAREER DECISIONS, THEY ARE PERSONS FOR WHOM COLLEGE AND UNIVERSITY EDUCATION SHOULD REPRESENT A VIABLE OPTION.

FOR STUDENTS NOT ENROLLED IN VOCATIONAL EDUCATION, THEN, IT SEEMS OBVIOUS THAT THE WORK EXPERIENCE PORTION OF THEIR "CAREER EMPLOYMENT EXPERIENCE" MUST BE CARRIED OUT WITHIN THE FRAMEWORK OF CAREER EXPLORATION - NOT THE FURTHER ACQUISITION OF ENTRY LEVEL VOCATIONAL SKILLS. THE SELECTION OF WORK SITES, THE NATURE OF WORK SITE SUPERVISION, AND THE NECESSITY FOR ROTATING WORK SITES SO AS TO MAXIMIZE CAREER EXPLORATION OPPORTUNITIES ALL REPRESENT CRUCIAL PROBLEMS TO BE SOLVED IN MEETING THESE SPECIAL YETP ASSURANCES FOR YOUTH NOT ENROLLED IN VOCATIONAL EDUCATION.

SOME LEAs APPEAR TO BE "SOLVING" THIS PROBLEM THROUGH LIMITING YETP CAREER EMPLOYMENT EXPERIENCES ONLY TO ECONOMICALLY DISADVANTAGED YOUTH ENROLLED IN VOCATIONAL EDUCATION PROGRAMS. ELIGIBILITY FOR PARTICIPATION IN YETP HAS BEEN DETERMINED BY THE CONGRESS BASED ON ECONOMIC FACTORS, NOT ON WHICH CURRICULUM THE YOUTH HAS CHOSEN IN THE SECONDARY SCHOOL. MUCH REMAINS TO BE DONE IN ORDER FOR THIS REQUIREMENT TO BE FULLY MET. SOLUTIONS ARE READILY AVAILABLE; THEY NEED TO BE UTILIZED.

THE SECOND PROBLEM THAT BECAME APPARENT DURING THE MINI-CONFERENCES IS THAT THERE IS NO SENSIBLE OR LOGICAL WAY LEA/PRIME SPONSOR AGREEMENTS CENTERED AROUND YETP CAN BE DIVORCED FROM OTHER DESIRABLE KINDS OF LEA/PRIME SPONSOR RELATIONSHIPS. OUR MINI-CONFERENCE PARTICIPANTS, TIME AFTER TIME, FOUND THEY COULD DISCUSS YETP ONLY IN RELATION TO TITLE II OF CETA, IN RELATION TO THE SUMMER YOUTH EMPLOYMENT PROGRAM, IN RELATION TO THE PRIVATE INDUSTRY COUNCILS OF CETA'S TITLE VII, AND IN RELATION TO THE GOVERNOR'S DISCRETIONARY FUNDS FOR CETA. WHILE THE LEA/PRIME SPONSOR

AGREEMENTS CALLED FOR IN CETA'S TITLE IV, SUBPART A, PERTAIN ONLY TO YETP, THERE SEEMS TO BE AN OBVIOUS NEED FOR SUCH AGREEMENTS TO BE EXTENDED BEYOND THIS. AGAIN, THIS IS A PROBLEM WHICH, WHILE BEING SOLVED NOW IN SOME COMMUNITIES, HAS NOT, BY AND LARGE, YET BEEN EVEN RECOGNIZED IN MANY PLACES. IN RETROSPECT, I CAN SEE THIS AS ONE OF THE MAJOR MISTAKES I MADE IN SETTING UP THESE MINI-CONFERENCES. THANKS TO THE PARTICIPANTS, WE WERE ABLE TO CORRECT THIS MISTAKE TO SOME EXTENT.

THE THIRD PROBLEM IS THAT OF BETTER CO-ORDINATING YETP ACTIVITIES OF COMMUNITY BASED ORGANIZATIONS (CBOs) - INCLUDING BOTH THOSE INVOLVING IN-SCHOOL YOUTH AND THOSE INVOLVING OUT-OF-SCHOOL YOUTH - WITH THOSE ACTIVITIES INCLUDED IN THE YETP LEA/PRIME SPONSOR AGREEMENT. THE NEED FOR GREATER INTERACTION AMONG REPRESENTATIVES OF PRIME SPONSORS, OF CBOs, AND OF LEAs in DISCUSSING ISSUES, PROBLEMS, AND CONCERNS RELATED TO BOTH SHORT RANGE AND LONGER RANGE PLANS IS NOW VERY CLEAR TO ME. SO, TOO, IS THE NEED TO RECOGNIZE AND CAPITALIZE ON THE INVOLVEMENT OF CBOs IN YETP ACTIVITIES DESIGNED TO SERVE IN-SCHOOL YOUTH - PARTICULARLY THOSE CONCERNED WITH VARIOUS FORMS OF ALTERNATIVE EDUCATION - AS WELL AS THE JOINT EFFORTS OF CBOs AND LEAs TO SERVE YETP ELIGIBLE OUT-OF-SCHOOL YOUTH. HERE, AGAIN, IS A MAJOR MISTAKE I MADE IN PLANNING THE MINI-CONFERENCES. HAD I KNOWN THEN WHAT THE MINI-CONFERENCE PARTICIPANTS HAVE SINCE TAUGHT ME, I WOULD HAVE ARRANGED FOR CBO REPRESENTATIVES, AS WELL AS REPRESENTATIVES FROM BOTH THE PRIME SPONSOR AND THE LEA, TO BE PRESENT FROM EACH COMMUNITY REPRESENTED AT THE MINI-CONFERENCE. I THINK WE COULD ALL LEARN FROM STUDYING THE EXAMPLE FOUND IN MILWAUKEE, WISCONSIN, WHICH INVOLVES REGULAR JOINT MEETINGS OF ALL.

YETP LEA/PRIME SPONSOR AGREEMENTS: WHERE DO WE FO FROM HERE?

AS A FINAL PART OF THIS PRESENTATION, I WOULD LIKE TO COMMENT BRIEFLY ON THE "WHERE DO WE GO FROM HERE?" QUESTION. AGAIN, MY REMARKS ARE BASED ON WHAT I THINK I HAVE LEARNED FROM THE 135 PARTICIPANTS REPRESENTING 70 COMMUNITIES WHERE SUPPOSEDLY VIABLE LEA/PRIME SPONSOR AGREEMENTS ARE IN OPERATION. I LISTENED TO AND LEARNED FROM THESE PARTICIPANTS IN APPROXIMATELY 150 HOURS OF INTENSIVE DISCUSSION AND HAVE SPENT MUCH MORE TIME

THAN WRITING UP THE NOTES I TOOK AND STUDYING THE MATERIALS PARTICIPANTS GAVE TO ME. I DO NOT PRETEND THAT THESE PARTICIPANTS HAVE ALL THE ANSWERS NOR THAT I HEARD PERFECTLY WHAT THEY WERE TRYING TO SAY. I DO CONTEND THAT, AS EXPERIENCED PRACTITIONERS REPRESENTING BOTH PRIME SPONSORS AND LEAs, THEIR VOICES DESERVE TO BE HEARD.

THE OVER-RIDING RECOMMENDATION OF THESE PARTICIPANTS WAS THAT BOTH PRIME SPONSORS AND LEAs NEED TO PAY MORE ATTENTION TO AND LEARN TO FORM A JOINT PARTNERSHIP IN MEETING THE GOALS OF YETP, AS STATED BY THE CONGRESS, WHICH IS:

> "...TO ENHANCE THE JOB PROSPECTS AND CAREER OPPORTUNITIES OF YOUNG PERSONS, ESPECIALLY ECONOMICALLY DISADVANTAGED YOUTH, TO ENABLE THEM TO SECURE UNSUBSIDIZED EMPLOYMENT IN THE PUBLIC AND PRIVATE SECTORS OF THE ECONOMY"

PRIME SPONSORS NEED TO RECOGNIZE THE SIGNIFICANT SHIFT - FROM A REMEDIAL, SPECIFIC JOB TRAINING TYPE OF GOAL TO A PREVENTIVE/DEVELOPMENTAL GOAL OF PROVIDING YOUTH WITH GENERAL EMPLOYABILITY SKILLS - FOUND IN THE YETP LEGISLATION AS OPPOSED TO OTHER PORTIONS OF THE CETA LAW. SCHOOL DISTRICTS NEED TO RECOGNIZE THAT THIS BASIC GOAL OF YETP SHOULD BE AN INTEGRAL PART OF THE GOALS OF AMERICAN EDUCATION - NOT JUST AN "ADD ON" TO BE EMBRACED ONLY SO LONG AS THE YETP FUNDS ARE MADE AVAILABLE TO LEAs.

THE NEED FOR JOINT COMMITMENT TO AND UNDERSTANDING OF THE MEANING AND IMPLICATIONS OF THIS BASIC GOAL MUST BE SHARED JOINTLY BY PRIME SPONSORS AND BY LEAs. THIS CAN BEST BE DONE IF LEA AND PRIME SPONSOR PERSONNEL, IN EACH COMMUNITY, ARE WILLING TO TALK TO EACH OTHER, TO RESPECT EACH OTHER, TO LEARN FROM EACH OTHER, AND TO WORK TOGETHER IN A TRUE PARTNERSHIP MANNER IN BOTH FORMING AND IN CARRYING OUT THE LEA/PRIME SPONSOR AGREEMENT. IT IS A PARTNERSHIP - NOT AN ADVERSARY - RELATIONSHIP THAT IS NEEDED. A PARTNERSHIP THAT CONCENTRATES ON HOW MUCH HELP ACCRUES TO YOUTH, NOT ON WHICH ASPECT OF WHICH "BUREAUCRACY" RECEIVES CREDIT FOR PROVIDING THAT HELP.

BOTH PRIME SPONSORS AND LEAs NEED TO RECOGNIZE THE GREAT NEED TO BRING EQUITY - NOT JUST EQUALITY - OF OPPORTUNITY TO ECONOMICALLY DISADVANTAGED YOUTH IN PROVIDING THEM WITH THE BASIC ACADEMIC SKILLS AND THE GENERAL EMPLOYABILITY SKILLS REQUIRED TO CHANGE WITH CHANGE IN THE OCCUPATIONAL SOCIETY. PRIME SPONSORS NEED TO RECOGNIZE AND ACCEPT THE FACT THAT MANY OF THE SPECIAL FACILITIES, MATERIALS, AND PROCEDURES PAID FOR BY YETP FUNDS TO SERVE THE ECONOMICALLY DISADVANTAGED CAN, IF LEAs ARE WILLING TO USE THEIR OWN FUNDS, ALSO BE USED TO MEET THE NEEDS OF NON-YETP ELIGIBLE YOUTH - PARTICULARLY THOSE WHO ARE "ALMOST ELIGIBLE" AND CERTAINLY IN GREAT NEED. SCHOOL SYSTEMS NEED TO ACCEPT RESPONSIBILITY FOR GIVING SPECIAL ATTENTION TO ECONOMICALLY DISADVANTAGED YOUTH WHILE NOT LOSING SIGHT OF THEIR NEED TO SERVE ALL STUDENTS.

BOTH PRIME SPONSORS AND LEAs NEED TO RECOGNIZE THAT THE GENERAL EMPLOYABILITY SKILLS SOUGHT THROUGH YETP CANNOT BE ADEQUATELY PROVIDED IF WE WANT UNTIL YOUTH REACH AGE 16 TO BEGIN. NEITHER WILL THE GOALS OF YETP BE MET SIMPLY BY TAKING MORE ADVANTAGE OF PROVISIONS AVAILABLE FOR INCLUSION OF 14-15 YEAR OLDS. THE LEAs MUST ACCEPT RESPONSIBILITY FOR BEGINNING THIS TASK EARLY IN THE ELEMENTARY SCHOOL YEARS. THE PRIME SPONSORS MUST LEARN TO RECOGNIZE AND APPRECIATE THIS KIND OF LEA CONTRIBUTION BY REWARDING THOSE LEAs WHO ACCEPT IT THROUGH THE AGREEMENTS NEGOTIATED.

LOCAL SCHOOL DISTRICTS NEED TO LEARN MUCH MORE ABOUT PUBLIC SECTOR EMPLOYMENT (PSE) AND HOW TO USE PSE RESOURCES IN THEIR TOTAL WORK/EDUCATION EFFORTS. PRIME SPONSORS NEED TO UNDERSTAND AND DEAL MORE EFFECTIVELY WITH PRIVATE SECTOR EMPLOYERS IF THERE IS TO BE ANY HOPE OF EXPANDING CAREER EXPLORATION OPPORTUNITIES FOR ECONOMICALLY DISADVANTAGED YOUTH. BOTH PSE AND PRIVATE SECTOR REPRESENTATIVES MUST BECOME JOINT PARTNERS WITH PRIME SPONSORS AND LEAs IN MEETING THE GOALS OF YETP.

BOTH PRIME SPONSORS AND LEAs NEED TO RECOGNIZE AND CAPITALIZE ON THE HIGH DEGREE IN SIMILARITY OF GOALS EXISTING BETWEEN YETP AND THE CAREER EDUCATION INCENTIVE ACT. THE CETA LAW REQUIRES THAT THIS BE DONE. EVEN

IF THIS WERE NOT A LEGAL REQUIREMENT, IT SHOULD BE DONE ANYWAY. HOW BEST TO USE CETA GOVERNOR'S DISCRETIONARY FUNDS TO MAKE THIS LINKAGE IS, AS OF NOW, STILL LARGELY AN UNSOLVED PROBLEM. SOLUTIONS MUST BE SOUGHT AND FOUND QUICKLY. IF SUCH SOLUTIONS DO NOT INVOLVE VOCATIONAL EDUCATION, AS WELL AS CAREER EDUCATION, THE YOUTH WE ALL SEEK TO SERVE WILL SUFFER. THESE YOUTH ARE TOO IMPORTANT TO ALLOW PROBLEMS OF "TURFSMANSHIP" TO PREVENT US FROM HELPING THEM.

WAYS MUST BE FOUND TO BETTER LINK THE CAREER EDUCATION EFFORTS OF LEAs, THE YETP TOTAL EFFORT, AND THE SUMMER YOUTH EMPLOYMENT PROGRAM OF CETA TO BETTER SERVE SEVERELY ECONOMICALLY DISADVANTAGED YOUTH. OUR FAILURE TO DO SO IN THE PAST HAS RESULTED IN A SELF-FULFILLING PROPHECY OF FAILURE FOR THE SYEP PROGRAM WHICH NEED NOT AND SHOULD NOT OCCUR. IT IS FRUITLESS TO THINK ABOUT PROVIDING SYEP ELIGIBLE YOUTH WITH GOOD WORK ATTITUDES IF THE ONLY INPUT IS THE SYEP EXPERIENCE ITSELF. THIS EXPERIENCE - BADLY NEEDED TO MEET OUR EQUITY OBLIGATIONS FOR OUR MOST SEVERLY ECONOMICALLY DISADVANTAGED YOUTH - MUST BE SUPPLEMENTED BOTH BY INDEPENDENT LEA EFFORTS AND BY THE JOINT LEA/PRIME SPONSOR EFFORTS REPRESENTED BY THE YETP AGREEMENT.

THE SPECIAL NEEDS OF ECONOMICALLY DISADVANTAGED YOUTH TO ACQUIRE A SOLID FOUNDATION IN BOTH ACADEMIC SKILLS AND GENERAL EMPLOYABILITY SKILLS MAY WELL CALL FOR SPECIAL PROVISIONS FOR POSTSECONDARY OCCUPATIONAL EDUCATION FOR MANY SUCH YOUTH - AND FOR COLLEGE/UNIVERSITY OPPORTUNITIES FOR OTHERS. THIS PROBLEM HAS NOT BEEN ADEQUATELY SOLVED - OR EVEN FACED - IN MANY COMMUNITIES. WE SHOULD DELAY NO LONGER.

CONCLUDING REMARKS

THERE IS MUCH MORE TO SHARE, BUT TIME WILL NOT PERMIT ME TO DO SO. LET ME, THEN, CONCLUDE WITH A FEW FINAL OBSERVATIONS REPRESENTING THINGS I LEARNED FROM OUR MINI-CONFERENCE PARTICIPANTS THIS YEAR.

FIRST, I FOUND MYSELF AMAZED AT HOW WELL - AND HOW QUICKLY - YETP HAS BEEN IMPLEMENTED IN THE COMMUNITIES REPRESENTED IN THESE MINI-CONFERENCES.

THE AMAZING THING IS HOW MUCH AND HOW WELL - NOT HOW POORLY - YETP HAS BEEN IMPLEMENTED.

SECOND, THE 70 COMMUNITIES REPRESENTED IN THESE 15 MINI-CONFERENCES CERTAINLY CAN - AND SHOULD - BE USED TO COUNTERACT SOME OF THE BAD PRESS YETP IN PARTICULAR AND CETA IN GENERAL HAS BEEN RECEIVING. THEY HAVE SOLVED PROBLEMS. THEY HAVE HELPED YOUTH. THEY HAVE DEMONSTRATED THAT YETP CAN WORK. I HAVE MUCH MORE CONFIDENCE IN YETP NOW THAN I HAD WHEN THIS PROJECT BEGAN. I HOPE THIS CONFERENCE HAS LEFT YOU WITH SIMILAR FEELINGS OF OPTIMISM.

FINALLY, I AM CONVINCED THAT THE BASIC PRINCIPLES BEHIND AND THE RATIONALE FOR THE YETP LEGISLATION ARE BOTH SOUND AND NEEDED. I AM NOT ALL CONCERNED THAT THIS IS A DEPARTMENT OF LABOR LAW INSTEAD OF AN EDUCATION LAW. THE IMPORTANT THING IS THAT IT IS A LAW VERY BADLY NEEDED BY THE YOUTH OF OUR NATION - AND BY OUR NATION ITSELF. IT IS NOW UP TO ALL OF US TO JOIN FORCES TO MAKE SURE THAT THE BASIC PRINCIPLES BEHIND THIS LEGISLATION ARE PRESERVED AND IMPLEMENTED. WE HAVE ALREADY COME A LONG WAY. THERE IS STILL MUCH TO DO.